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ABSTRACT

A record of Congressional hearings on the proposed Secondary Schools Basic Skills Act is contained in this document. Following the text of the bill, which is designed to provide junior high and high schools which have large numbers of economically disadvantaged students with funding for programs of quality basic skills instruction, testimony is offered by legislators, educators, scholars, and public officials. Topics covered include the need for legislation, whether the legislation offered is appropriate, expected outcomes, funding, and possible modifications. (CMG)

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HEARINGS ON SECONDARY SCHOOLS BASIC SKILLS ACT

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HEARINGS

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR HOUSE OF REPRESENTATIVES

NINETY-EIGHTH CONGRESS

SECOND SESSION

ON

H.R. 5749

TO PROVIDE A PROGRAM OF GRANTS TO ASSIST LOCAL EDUCATIONAL AGENCIES TO IMPROVE THE BASIC SKILLS OF ECONOMICALLY DISADVANTAGED SECONDARY SCHOOL STUDENTS, AND FOR OTHER PURPOSES

HEARINGS HELD IN WASHINGTON, DC, ON JUNE 12 AND 13, 1984

Printed for the use of the Committee on Education and Labor

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HEARINGS ON SECONDARY SCHOOLS BASIC SKILLS ACT

TUESDAY, JUNE 12, 1984

House of Representatives,
Committee on Education and Labor,
Subcommittee on Elementary, Secondary
and Vocational Education,
Washington, DC.

The subcommittee met, pursuant to call, at 9 a.m., in room 2175, Rayburn House Office Building, Hon. Pat Williams presiding.

Members present: Representatives Andrews, Williams, Clay, Goodling, Packard, Roukema, Gunderson, Bartlett, Nielson, Erlenborn, and Petri.

Staff present: John F. Jennings, associate general counsel; Nancy L. Kober, legislative specialist; Mary K. O'Hara, staff aide; and Richard DiEugenio, Republican senior legislative associate.

Mr. Williams. I call this hearing of the Elementary and Secondary Education Subcommittee to order.

Our hearing today is on H.R. 5749, the Secondary Schools Basic Skills Act.

Our Democratic colleagues are at this moment in caucus with the Reverend Jesse Jackson and will be delayed in attending here. However, we want to start on time.

Chapter I, created in 1965 as title I of the Elementary and Secondary Education Act, has helped schools provide economically disadvantaged children with quality education. This distinguished effort is widely understood to be successful.

The congressionally mandated evaluation of compensatory education programs revealed that elementary school pupils participating in chapter I gained from 7 to 12 months in reading achievement and from 11 to 12 months in mathematics achievement for each year in the program.

Chapter I allocations to school districts are highly correlated with the number of children in low-income families. The largest portion of these funds go to large central cities and rural areas, evidence that this program has greater redistributive effects than other major—many other major Federal aid to education programs.

As these data indicate, the Nation's elementary schools are enjoying success in improving the basic skills of young children. In contrast, the Nation's high schools, which receive very little of the chapter I funds, report quite a different picture.

As the report, "A Nation at Risk," indicates, there are serious deficiencies in the ability of our secondary schools to provide students with basic academic skills. In support of the President's National Commission on Excellence in Education report, the national assessment of educational progress shows that the achievement of high school students has fallen steadily in reading, writing, math, and science since the early 1970's.

Thus, where Federal aid has been available, as in our elementary grades, student performance in the basic skills has been enhanced. But for those students who have not received the early assistance, and for those who need continued help, their performance shows corresponding declines.

The members of this committee, and indeed, all Americans, have repeatedly been hearing of the importance of basic skills to later success in life. Success, whether it be as a member of the work force or as defined by subsequent participation in postsecondary education, depends on a person's ability to acquire and master basic educational skills.

The Nation's progress also depends on how well these students acquire the basics. Consistently, we are hearing that poorly prepared workers are a liability to our competitive edge with other nations. Just as consistently, we are hearing that enrollments in remedial courses in college have ballooned, resulting in poorer quality and more costly higher education.

At the same time, changes in the Nation's birthrate and increases in the size of minority cohorts indicate that minorities will comprise increasingly larger portions of our high school students in the next several decades.

Since minority status is typically highly correlated with income, it is very likely that our Nation's secondary schools will increasingly be characterized by higher numbers of economically disadvantaged youths.

It is clear that our high schools need help quickly. If these schools are to continue to prepare well-educated workers and students to succeed in post-secondary education, the costs will be high. The Federal Government has a legitimate stake in this process.

Our bill will offer secondary schools a fighting chance. This legislation will provide local high schools and junior high schools, which have large numbers of economically disadvantaged students, with funds to help them develop a program of quality basic skills instruction that is tailored to fit the needs of each eligible recipient.

The authorization level is $900 million for each of 5 years. While the great bulk of these funds goes to local high schools, some funds are also set aside to enable the National Institute of Education to provide technical assistance to grant recipients. This procedure has two intended effects: First, it will completely tie together NIE and the Nation's labs and centers, which conduct educational research with the front lines of education, our public schools. This can be a positive reciprocal relationship.

Second, this procedure will help the local schools develop quality basic skills instructional programs so that they will be able to meet the quality control provisions that are built into this legislation. The quality control feature to which I refer is a requirement that in order to receive funding after the second year, a school must show evidence that students are making progress toward acquiring the basic education skills offered by the funded program.

The legislation's authorization level is not enough. It reflects only half the amount that we estimate would be needed to provide funds to all eligible schools. However, it is a beginning and in this time of budget constraints, fiscal prudence is necessary.

If this effort demonstrates the success that the chapter I program has shown for the lower grades, we will be able to make a convincing argument for full funding.

[Text of H.R. 5749 follows:]

98th CONGRESS
2d Session

H. R. 5749

To provide a program of grants to assist local educational agencies to improve the basic skills of economically disadvantaged secondary school students, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

May 30, 1984

Mr. Williams of Montana (for himself, Mr. Florio, Mr. Perkins, Mr. Wirth, Mr. Simon, Mr. Hawkins, Mr. Andrews of North Carolina, Mr. Ford of Michigan, Mr. Ackerman, Mr. Waxman, Mr. Markey, Mr. Dymally, Mr. Berman, Mr. Torricelli, Mr. Weaver, Ms. Mikulski, Mr. Rangel, Mr. Hayes, Mr. Murphy, Mr. Minish, Mr. Roe, Mrs. Burton of California, Mr. Seiberling, Mr. Matsui, Mr. Owens, Mr. Corrada, Mr. Crockett, Mr. Eckart, Mr. Harrison, Mr. Kildee, Mr. Weiss, Mr. Smith of New Jersey, Mr. Richardson, Mr. Rodino, Mr. Towns, Mr. Hoyer, and Mr. Mineta) introduced the following bill; which was referred to the Committee on Education and Labor

---

A BILL

To provide a program of grants to assist local educational agencies to improve the basic skills of economically disadvantaged secondary school students, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Secondary School Basic Skills Act".

STATEMENT OF PURPOSE

SEC. 2. It is the purpose of this Act to furnish financial assistance to local educational agencies having especially high concentrations of children from low-income families to enable such agencies to provide more effective instruction in basic skills for economically disadvantaged secondary school students.

DEFINITIONS

SEC. 3. As used in this Act—

(1) the term "basic skills" includes reading, writing, mathematics computational proficiency as well as comprehension and reasoning;

(2) the term "economically disadvantaged secondary school students" means students, aged twelve to seventeen, inclusive, who are counted under section 111(c) of the Elementary and Secondary Education Act of 1965, as modified by chapter 1 of the Education Consolidation and Improvement Act of 1981;

(3) the term "institution of higher education" has the same meaning given that term under section 1201(a) of the Higher Education Act of 1965;

(4) the term "local educational agency" has the same meaning given that term under section 198(a)(10) of the Elementary and Secondary Education Act of 1965;

(5) the term "Panel" means the National Secondary School Basic Skills Panel of the National Institute of Education of the Department of Education established under section 12;

(6) the term "secondary school" has the same meaning given that term under section 198(a)(7) of the Elementary and Secondary Education Act of 1965;

(7) the term "Secretary" means the Secretary of Education; and

(8) the term "State" means each of the several States, the District of Columbia, and the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, the Trust Territory of the Pacific Islands, and the Northern Mariana Islands.

AUTHORIZATION OF APPROPRIATIONS

SEC. 4. There are authorized to be appropriated to carry out the provisions of this Act—

(1) $900,000,000 for the fiscal year 1985 of which—

(A) $1,000,000 shall be available for the activities of the Panel under section 10;

(B) $3,000,000 shall be available for the technical assistance and national evaluation under section 11(a) and (c); and

(C) the remainder shall be available for grants under section 7;

(2) $900,000,000 for the fiscal year 1986 of which—

(A) $1,000,000 shall be available for activities of the Panel under section 10;

(B) $3,000,000 shall be available for the technical assistance and the national evaluation under section 11(a) and (c); and

(C) the remainder shall be available for demonstration grants under section 7;

(3) $900,000,000 for the fiscal year 1987 of which—

(A) $4,000,000 shall be available for the provision of technical assistance and national evaluation under section 11(a) and (c);

(B) $6,000,000 shall be available for the dissemination activities described in section 11(b); and

(C) the remainder shall be available for program grants pursuant to section 7; and

(4) $900,000,000 for each of the fiscal years 1988, 1989, and 1990 of which—

(A) $4,000,000 shall be available for provision of technical assistance and for the national evaluation to be conducted under section 10(a) and (c); and

(B) $6,000,000 shall be available for dissemination activities described in section 10(b); and

(C) the remainder shall be available for program grants under section 7.

ELIGIBILITY

SEC. 5 A secondary school is eligible to receive assistance under this Act for program grants only if 20 per centum or more children aged twelve to seventeen, inclusive, who are enrolled in such school and are counted under section 111(c) of the Elementary and Secondary Education Act of 1965, as modified by chapter 1 of the Education Consolidation and Improvement Act of 1981.

USES OF FUNDS

SEC. 6. Funds made available under this Act for program grants shall be used for the development of new approaches to, and for carrying out educational services and activities designed specifically to raise the basic skills of low achieving students attending eligible secondary schools.

PROGRAM GRANTS

SEC. 7. (a)(1) From the amounts appropriated for program grants pursuant to section 4 for fiscal years 1985 through 1990, the Secretary is authorized, in accordance with the provisions of this section, to make grants to enable eligible secondary schools to develop, implement, and carry out new approaches to achieving improved basic skills instruction of low-achieving students attending eligible secondary schools.

(2) The Secretary shall carry out the functions of this section through the National Institute of Education and shall utilize the National Secondary School Basic Skills Panel described in section 10.

(b) No grant may be made under this section unless—

(1) an application is submitted at such time, in such manner, and containing or accompanied by such information as the Secretary deems necessary;

(2) the application is made—

(A) by the local educational agency on behalf of an eligible secondary school, or

(B) by an institution of higher education acting in concert with the local education agency or, where clearly appropriate, a public agency or private nonprofit organization acting in concert with the local education agency, on behalf of an eligible secondary school if the institution, agency, or organization will provide educational services or will conduct educational activities for students enrolled in eligible secondary schools subject to the proposal for which the assistance is sought;

(3) the application contains assurances that the applicant will participate in the national evaluation required by section 11(a);

(4) the proposal described in the application was prepared with the participation of administrators, teachers, and parents in the eligible secondary school; and

(5) the application was submitted to the appropriate State educational agency for review and comment prior to submittal to the Secretary under this subsection.

(c) In approving applications under this section the Secretary shall assure that—

(1) eligible applicants represent various geographic regions of the country, including both rural and urban secondary schools within these various geographic regions; and

(2) at least one program grant is made in each State in each fiscal year, unless no applications are received from a State.

ASSURANCES

SEC. 8. Each local educational agency which desires to receive program grants under this Act shall file with the Secretary an application containing assurances that—

(1) the local educational agency will be designated as the agency responsible for the administration and supervision of programs assisted under this Act; and

(2) the local educational agency will use program grants made under this Act—

(A) so as to supplement the level of funds that would, in the absence of such grants, be made available from non-Federal sources for the purposes of the program for which assistance is sought; and

(B) in no case to supplant such funds from non-Federal sources.

APPLICATIONS

SEC. 9. (a) Each local educational agency and each institution of higher education, public agency, and private nonprofit organization applying on behalf of an eligible secondary school may receive payments for any fiscal year in which it files with the State educational agency an application. Each such application shall—

(1) describe the eligible secondary school and the program to be conducted at the eligible secondary school for carrying out the purposes of section 6;

(2) provide assurances that the program for which assistance is sought is of sufficient size, scope, and quality as to give reasonable promise of substantial

progress toward improving the basic skills of low-achieving students in eligible secondary schools;

(3) provide assurances that the program for which assistance is sought was designed and will be implemented in consultation with parents, teachers, and administrators of low-achieving students in eligible secondary schools;

(4) describe, in the case of a local educational agency, the procedures which the local educational agency will follow with respect to subcontracting to any private nonprofit organization, any program or activity to be conducted in an eligible secondary school for low-achieving secondary school students if the agency determines that the alternative education program to be offered by such organization will best serve the interests of such students;

(5) provide assurances that the agency will cooperate with Federal efforts to evaluate the effectiveness of the programs assisted under this Act; and

(6) provide such assurances as the State educational agency may require.

(b) An application filed under subsection (a) of this section may be amended annually as may be necessary to reflect changes without filing a new application.

NATIONAL SECONDARY SCHOOL BASIC SKILLS PANEL

SEC. 10. (a) There is established in the National Institute of Education of the Department of Education a National Secondary School Basic Skills Panel of fourteen members appointed by the Secretary. The Panel shall be composed of—

(1) at least two secondary school teachers,

(2) two individuals who serve as principals, guidance counselors, and similar personnel in secondary schools,

(3) one individual representative of the National Diffusion Network, and

(4) the remaining members shall be representative of educational researchers who have established reputations in the area of basic skills education at the secondary school level.

(b) The Panel shall meet as soon as practicable after the appointment by the Secretary.

(c) The Panel shall—

(1) identify specific models throughout the United States which show promise of being effective in teaching basic skills to low-achieving secondary school students and identify the individuals associated with the successful models identified under this clause;

(2) after reviewing the recommendations from peer review panels called together by the National In-

stitute of Education for the purpose of reviewing applications and proposals for program grants described under section 7, advise the Secretary with respect to—

(A) the feasibility of the proposal;

(B) the promise for effectiveness in raising achievement levels of students lacking basic skills;

(C) the level of concentration of economically disadvantaged secondary school students;

(D) support from teachers, administrators, and parents; and

(E) the cost effectiveness of the proposal.

(d) The provisions of part D of the General Education Provisions Act, relating to secretarial advisory councils, shall apply to the Panel authorized by this section.

ADMINISTRATION

SEC. 11. (a) The Secretary shall, through the National Institute of Education, annually conduct a national evaluation of the effectiveness and the implementation of the grants made under section 7.

(b) The Secretary shall submit to the Congress and disseminate to State and local educational agencies, State legislatures, and Governors the results of the assessment made under subsection (a) of this section.

(c) The Secretary, through the National Institute of Education, shall monitor grants made under this Act and shall carry out procedures for the coordination of activities assisted under this Act with other research activities conducted by the National Institute of Education and through the Office of Educational Research and Improvement in the Department.

(d) The National Institute of Education, once program grants are awarded, is authorized to provide eligible recipients with technical assistance, including assistance designed to facility program evaluation, to ensure the successful implementation and carrying out of the proposed program of basic skills instruction.

(e) The Secretary shall not disapprove the application filed by the local education agency without affording notice and opportunity for a hearing.

PAYMENTS; RESTRICTIONS

SEC. 12. (a) The Secretary shall make payments as expeditiously as possible after the approval of applications under section 7.

(b)(1) No grant may be made with respect to any eligible secondary school for more than two fiscal years to any local educational agency or to any institution of higher education, public agency, or private nonprofit organization unless there is an improved performance of the targeted secondary school students at the school on a State approved basic skills test or there is a decrease in the drop out rate at such a school.

(2) The Secretary shall prescribe regulations to carry out the provisions of paragraph (1) of this subsection.

○

Mr. WILLIAMS. I am including for the record copies of letters from the following organizations that have written in support of the proposed legislation: the American Federation of Teachers; the National School Boards Association; the American Association of Colleges for Teacher Education; the National PTA; Council of Great City Schools; the American Association of School Administrators; and the American Educational Research Association.

[Opening statement of Chairman Carl D. Perkins follows:]

OPENING STATEMENT OF HON. CARL D. PERKINS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF KENTUCKY AND CHAIRMAN, COMMITTEE ON EDUCATION AND LABOR

This morning the Subcommittee on Elementary, Secondary, and Vocational Education is conducting a hearing on H.R. 5749, the Secondary School Basic Skills Act. This legislation was introduced by our colleague Pat Williams, along with several other cosponsors.

H.R. 5749 authorizes $900 million for each of the fiscal years 1985 through 1990 for grants to local educational institutions to improve the basic skills of disadvantaged secondary school students. In order to be eligible, a school building would have to enroll 20 percent or more youths who are counted under Chapter 1 of the Education Consolidation and Improvement Act.

Today and tomorrow we have several distinguished witnesses with expertise in diverse areas of education.

Mr. WILLIAMS. Does any member of the minority have an opening statement?

[No response.]

Mr. WILLIAMS. Our first witness today is the first—excuse me, Mr. Nielson.

Mr. NIELSON. Mr. Chairman, could you explain how this ties in with the American defense education bill? Is it the same sort of program?

Mr. WILLIAMS. Well, it would be complementary inasmuch as it provides what one might refer to as a remedial type of assistance in secondary system.

The first witness today is the first and primary original cosponsor of the legislation, Congressman Jim Florio. Congressman, we are glad to have you with us today and appreciate your leadership in this effort. We look forward to your testimony.

STATEMENT OF HON. JAMES FLORIO, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW JERSEY

Mr. FLORIO. Thank you very much.

In the interest of conserving the committee's time, I would ask that my statement be put into the record in its entirety.

Mr. WILLIAMS. Without objection.

Mr. FLORIO. I will try to excerpt comments from my statement to indicate to you the depth of my feeling as to the effect this proposal will have on the well-being of our educational system and our work force in years ahead.

Secondary schools across the Nation are experiencing increased dropout rates, and more and more of our high school students are unable to pass required basic skills tests necessary for graduation. Last year, in my own State, which is the most densely populated State in the Union, and one of the more urbanized States, over 50,000 entering freshmen took the New Jersey college basic skills test. Less than a third proved proficient in verbal skills, and only 12 percent were proficient in elementary algebra.

Without question, then, there is an urgent need in this Nation to revive our basic skills, to instill in our children the knowledge and know-how they will need to survive in the workplace of the future.

The Panel on Secondary School Education for the Changing Workplace has observed that "a person who knows how to learn is one well-grounded in fundamental knowledge and who has mastered concepts and skills that create an intellectual framework to which new knowledge can be added."

The panel goes further in pointing out that it is in the basic skills, or core competencies, such as reading, writing, math and the command of the English language, that most young employees demonstrate the greatest deficiencies. It is these skills that this bill, which I have been pleased to introduce with the chairman, Mr. Williams, is specifically designed to improve.

These skills are needed not only to succeed in a job, but they are also essential in order to function in everyday life in this day and age. By providing secondary schools with a high concentration of low-income students, supplemental funding to upgrade basic skills, we in the Congress will help promote equity in the classroom.

We will be offering those who enter high school with a distinct economic disadvantage an opportunity to both learn and compete with those students who are financially better off.

Some schools have already made significant progress—have already made progress in strengthening basic skills curricula. To give you an example, in the past few years, Camden High School—Camden City is my major urban area and it is an economically depressed city, quite frankly—but the Camden High School, which is one of the major high schools in the area, has witnessed a steady increase in the city's ninth graders' minimum basic skills test scores.

School officials attribute their success to more comprehensive teaching methods, in-service teacher training and a realization that every subject that is taught is part of the reading and mathematics process. The $900 million called for in the Secondary School Basic Skills Act, which is the subject of this hearing, will hopefully enable the Camdem high schools and other eligible secondary schools to fine-tune their basic skills programs in both a quick and cost-effective manner.

Another important component of this bill is the establishment of the National Secondary School Basic Skills Panel. This panel, which would be appointed by the Secretary of Education, would consist of at least two secondary school teachers, two individuals who serve as principals, guidance counselors, one individual representative of the National Diffusion Network, and the educational researchers who are experts in the area of basic skills education at the secondary level.

The purpose of the panel would be to identify models throughout this country which show promise of effectively teaching basic skills to low-income, low-achieving secondary school students. The panel would also identify those persons such as teachers, administrators, and guidance counselors, who play an integral part in devising and implementing successful basic skills programs on a nationwide basis.

Too often, the dedicated efforts put forth by our Nation's educators go unnoticed. Our bill would not only recognize these individuals, but at the same time, afford us the opportunity to put their expertise and methodology to work for the advancement of all of our secondary schools.

In addition, the panel will review recommendations from the National Institute of Education Peer Review Panels regarding program grants. The panel would then advise the Secretary of Education as to the feasibility and effectiveness of proposals.

In conclusion, Mr. Chairman, I would like to reiterate my support for this proposal and ask that you and the members of the committee join in the effort to give our secondary schools the fresh start they so rightly deserve.

In a word, Mr. Chairman, what we are asking is that we target our educational resources to those areas that are particularly in need; those areas that can best put our educational dollars to use. In a sense, the high degree of success of the old title I program, the chapter I program, at the elementary level should be duplicated at the secondary level. The chapter I program is extremely successful and I know this from my own experience.

In my communities and in my cities—the city of Camden—chapter I has been a model. We have witnessed noticeable improvements in elementary education as a result of the whole concept of parent participation, the greater use in a cost-effective way of chapter I dollars.

This is an idea that is long overdue at the secondary level and I would ask for your committee's support for it.

Mr. **Williams**. Thank you very much.

Mr. Goodling.

Mr. **Goodling**. I just wanted to thank my colleague for testifying. I have spent a lot of time in New Jersey the last 2 two weeks; first, across from New Hope last week and this week in Freehold. Education was not the game; tennis was. [Laughter.]

Thank you for testifying.

Mr. **Florio**. Thank you.

Mr. **Williams**. Mr. Gunderson.

Mr. **Gunderson**. No questions.

Mr. **Williams**. Mr. Nielson.

Mr. **Nielson**. No questions.

Mr. **Williams**. Mr. Florio, we appreciate you being here. Does your district in Camden have a significant low-income population and/or significant minority population?

Mr. **Florio**. Mr. Chairman, yes. The city of Camden has about a 22-percent unemployment rate and the population is broken down approximately 50-percent black, about 30-percent Hispanic and 20-percent white. It is a very depressed city.

The city is in need of resources in just about every category you can think of. The people in the educational establishment work very hard and try to maximize the resources that are available to them and have come up with some very ingenious innovative programs, the chapter I program, has been a resource source for them to be able to utilize these moneys at the elementary school level.

The secondary school level programs that we have in this area again have been very valuable in the way that they have used some moneys, but this type of a program would enable them to put even more resources into a very successful preliminary initiative that we are seeing taking place, particularly in the high school I made reference to, the Camden High School.

Mr. **Williams**. How high did you say the unemployment rate is, Jim?

Mr. **Florio**. We are talking about something like a 14- to 16-percent unemployment rate.

Mr. **Williams**. How long has that——

Mr. **Florio**. That has been constant over the last 5 or 6 years.

Mr. **Williams**. Have the educators talked with you about difficulties which the students from those unemployed families or low-income families have been experiencing, particularly these last few years?

Mr. **Florio**. Well, they have, and the fact of the matter is the job market in Camden and other urban cities doesn't allow for easy entry. We have been recently trying to get, with some degree of success, support from some of the major employers in south Jersey. RCA has a major facility here. Campbell Soup also has its corporate headquarters in Camden. What we are trying to do is to get these corporate participants involved in developing curricula, and defining market skills that are needed to survive in the workplace. To set up classes in a way so as to be able to have job training built into these programs.

So we have a lot of unique resources in my district which could be put to use. They could be put to use more effectively if we had programs such as those being offered in our bill.

Mr. **Williams**. You mentioned that you represent one of the most densely populated States—the most densely populated State in the Nation, and as you know, I represent part of Montana. That is the State which is almost the least densely populated State in the Nation. We have only seven of us per square mile out our way and yet, the flexibility of this bill would allow it to appropriately serve the low-income student in Montana, as well as it would the low-income student in Camden. I think that is part of the value of the legislation.

Mr. **Florio**. I would agree with that 100 percent, Mr. Chairman, and the fact of the matter is, in my own State, we have several counties that are very sparsely populated. One of the counties, Cumberland County in Congressman Hughes' district, has a very high unemployment rate. It has poverty and problems that are very comparable to our urban areas as well. So you are correct.

This bill's virtue and attractiveness stretches across the urban/rural spectrum.

Mr. **Williams**. Thank you very much, Mr. Florio. Again, we appreciate your interest and leadership in this important matter.

Mr. **Florio**. Thank you very much.

Mr. **Williams**. Dr. Sizer hasn't arrived yet. He is coming into Washington today on the train and it is a few minutes late, so we will hear now from the third witness on our list, Mr. Robert Hanley.

Mr. Hanley is the principal of the T.C. Williams High School in Alexandria, VA, across the river. Today he is representing the National Association of Secondary School Principals. We are pleased to have you with us today and look forward to your testimony.

STATEMENT OF ROBERT HANLEY, PRINCIPAL, T.C. WILLIAMS HIGH SCHOOL, ALEXANDRIA, VA, REPRESENTING NATIONAL ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS

Mr. **Hanley**. Thank you, Mr. Chairman.

My name is Robert Hanley. I am principal of T.C. Williams in Alexandria, VA, and I am here, as the chairman said, to represent the NASSP in support of this bill.

We find—I will summarize the remarks—the written remarks—that there are a number of areas that we are very pleased to see in this bill. First, we are pleased to see the debate concerning basic skills being opened on the national level.

This bill directs itself to the instruction in basic skills, particularly in reading, which is essential to success for students. The other part of the bill that we feel very strongly about is the school-based instructional approach; that the bill allows for local districts to design programs specifically for their needs and then have them funded and evaluated, as is mentioned in the bill.

The NASSP has always supported chapter I programs. We continue to support that concept and I would like to point out that we in no way want to interfere with the funding of chapter I in favor of this bill. We believe in both concepts.

Chapter I has done a great deal in developing skills at the elementary level, but we still find ourselves with students at the secondary level unable to get employment, unable to pass competency tests and eventually become problems in the school and problems in the community, all of which cost.

We at the building level find ourselves with limited resources and we must answer the needs. In my school, in particular, we have a very diverse student population and with the resources, I must address collegebound students, as well as average students, as well as students with special learning problems.

I believe this bill would create greater confidence in the public in what we are trying to do; that we are admitting openly that we have problems, but the problems are of a wide scope and a complicated scope and this bill, we believe, addresses that issue.

The bill is an excellent blueprint for helping students, providing the flexibility to decisionmakings at the local level. It is streamlined; it lacks a bureaucratic layer that we do not need; and it will give us the assistance we feel to upgrade our students in basic skills.

The flexibility includes no mandated advisory councils, although there are provisions for involving parents, which is crucial at my level and the high school level. Without the parents' support, without their involvement, your success rate is going to be limited.

We like the idea of the panel with two principals or one principal, one assistant principal. We think that it is important that practitioners be placed on that panel and as a building administrator, I can see nothing but good coming from this bill as proposed and I am very pleased to be here to speak in favor of the bill.

Thank you, Mr. Chairman.

[Prepared statement of Robert Hanley follows:]

PREPARED STATEMENT OF ROBERT HANLEY, PRINCIPAL, T.C. WILLIAMS HIGH SCHOOL, ALEXANDRIA, VA, REPRESENTING THE NATIONAL ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS, RESTON, VA

Mr. CHAIRMAN, my name is Robert Hanley. I am the principal of T.C. Williams High School in Alexandria, Virginia. I come before you today as a representative of the National Association of Secondary School Principals, the largest school administrators organization in the nation, representing some 34,000 school site administrators. It is a privilege to testify today about an area of growing concern to our members—providing remedial education services to low-achieving secondary school students.

Let me begin by saying we welcome this discussion about how the federal government can assist secondary school teachers and school officials to better prepare those students who have skill deficiencies in the basics—reading, mathematics, oral and written communications.

The proposal before us is an excellent blueprint to achieve this end. It provides maximum flexibility to decision-makers who deliver educational services to students, it is a streamlined, non-bureaucratic way of providing assistance to the most needy schools, and it is results oriented. Mr. Chairman, the authors of this legislation have done an outstanding job of synthesizing the lessons we have learned about defining the "appropriate federal role in education."

As you know, the NASSP has long been a strong supporter of the most successful federal education program—Chapter I, ECIA (formerly Title I, ESEA). Although very few Chapter I funds actually flow into secondary schools, we have been grateful beneficiaries of better prepared students who have been served by our feeder elementary schools. However, many of these Chapter I eligible students, in spite of the excellent services they have received at the elementary level, remain deficient in one or more of the basic skills. Resources for needed remedial services for these students are often not available in our secondary schools. Secondary school principals find themselves with few resources, and, in many cases, with willing but ill-prepared teachers to provide the special remedial needs of these students. Principals are placed in the undersirable position of having to identify skills-deficient students as handicapped, thus being eligible for such services, or establishing a patchwork remedial service with woefully low levels of materials and other resources.

Other school districts in states which provide state compensatory education funds devote significant resources to students including reading and mathematics laboratories, special diagnostic-prescriptive evaluation and remediation, and even tutorial services.

While the needs of skills-deficient students tax the resources of our schools, school administration are also experiencing increased demands for higher achievement among average and college-bound students. A majority of states have now instituted a series of competency tests of minimum standards tests tied directly to promotion and graduation. The many national reports which called for increased achievement standards are beginning to yield higher standards, which will surely draw greater attention to those students unable to make the grade. Public confidence in our schools instead of increasing may, in fact, suffer from those revelations. We believe this is a national concern, and strongly believe that a national investment to help schools better serve our skill-deficient students is most appropriate and, in fact, desperately needed.

The passage of H.R. 5749 would greatly assist in this effort. It is a straightforward approach to providing school officials with resources necessary to improve their basic skills services. The flexibility afforded school officials in designing these special services is most welcome and necessary. The range of instructional approaches to remedy skills deficiencies in our secondary school students is very broad. Some schools hold Saturday morning classes for the most needy, while others utilize reading and math laboratories which provide materials aimed at self-pacing instruction. Still others provide intensive individualized instruction in areas of weakness, and even one-on-one tutorial services are being used where possible.

The point is clear that H.R. 5749 affords educators the latitude necessary to design isntructional programs best suited to the individual with no burdensome, unrealistic federal mandates.

Regarding funding and school eligibility, we firmly support the concentration provision in Section 5. With limited federal resources available, it is very necessary to first provide assistance to those schools which have the greatest number of skills-deficient students. The $900 million authorization level, even if fully funded, falls far short of Chapter I levels, but will provide a much needed supplement to our ongoing efforts.

To remain faithful to our long held commitment to Chapter I, we would caution the committee that federal appropriations for Chapter I should remain at least at current levels before such a new program is authorized. We, along with the majority of the education community, would oppose any efforts to rob Peter to pay Paul. Funding for H.R. 5749 must come from *new* federal appropriations.

The bill avoids the bureaucratic pitfalls that could otherwise impair the efficient delivery of basic skills remediation. It mandates no advisory councils, yet requires applicants to provide assurance that the design and implementation of services be made in consultation with parents, teachers, and school administrators. We welcome the flexibility that will best ensure program ownership among parents, teachers, and school administrators.

One cautionary note. It should be made clear that the consultation required be a short, simple explanation of the program design and implementation process, and not a lengthy, burdensome report.

This proposal requires no state approval or disapproval, nor are any funds reserved for state administration. This is most welcome, since the limited funds available should be allocated directly to delivering needed services to students. This is a local school based instructional program, and it is there that decisions must be made and services delivered.

Also, the proposal wisely avoids mandating any individualized education plans (IEPs). IEPs, of course, are not precluded from a school's efforts to design an appropriate program of remediation, but any prescriptive requirement would encounter stronger opposition by secondary principals nation-wide. The proposal recognizes that some schools or school districts might wish to contract with an outside agency that is better equipped to serve the basic skills needs of their students. We would like to emphasize to the committee that all cooperative projects and alternative programs contracted with private or public agencies be initiated, supervised and overseen by the district or school administration. Also, services to private school students in need of skills remediation must be channelled directly and in cooperation with the local education agency. The working relationship that private school headmasters and public school administrators have achieved in implementing Chapter I is clearly in the best interests of the students in need of services.

With regard to the National Secondary School Basic Skills Panel, we recommend two principals or one principal and one assistant principal be permanent appointees. The insights and perspectives of school site administrators should be well represented on a panel examining school-based instructional programs and evaluations.

Lastly, we support this proposal because it is results oriented. A school must demonstrate progress in basic skills efforts to remain eligible. The committee should know that secondary school principals welcome the accountability structure in Section 12. However, the method of determining performance for the purpose of federal eligibility should be a locally designed instrument.

The authors of H.R. 5749 are too be commended for this excellent proposal. We look forward to working with the committee in its efforts to encourage the necessary federal investment in our secondary schools.

I would be pleased to answer any questions of the committee.

ADDENDUM TO PREPARED STATEMENT OF ROBERT A. HANLEY

I am principal of T. C. Williams High School in Alexandria, Virginia. T. C. Williams High School is a fully comprehensive urban high school with a student population of 2,400, serving a widely diverse community. The student body represents a wide range of sociological, economic racial and ethnic groups, and for that reason it has been necessary to work to design programs that meet the specific needs of a wide range diverse student body. Approximately 20% of the students are eligible for the free and reduced lunch program, and approximately 10% are recent arrivals from foreign countries.

Over the pass several years, using local resources, we have designed and modified the instructional program in an attempt to develop areas where students from such diverse backgrounds could achieve success. In the area of English, we have developed a phasing program based on reading ability, and students are placed in specifically phased English courses based on their level of achievement on reading tests.

In the area of social studies, we have developed a program using special materials since the senior high level textbooks are too difficult for some of our students. In both social studies and English, we have attempted to keep the class size from eighteen to twenty. Students with special learning problems need as much individual help as possible. We have a reading lab and the phase I students are rotated through the lab on a weekly basis where records of their reading skills are kept and this information is used for better placement of students during the school year.

We have developed a senior math program that is based on a concept of individual self-paced material. It covers fundamental math, algebra I and consumer math. Students are tested into the program, proceed at their own pace and receive credit when they have successfully completed the material which can take from one to two years.

In science we have developed applied biology and consumer chemistry for students who have difficulty handling general biology and general chemistry. Again, the emphasis on this program has been to try to bring the possibility of success to students who have experienced a long history of academic learning problems. These students are in a special category since they do not meet the guidelines for PL 94-142 and yet are not able to handle grade level materials. Most of these students come from homes that do not give positive reinforcement to learning and, in fact, may create negative feelings for success at school and exert considerable peer pressure on an individual who may be succeeding in school work.

The students we are attempting to address in these special programs also prove, to a large degree, to be our major discipline problems since they lack a positive self image and have limited self esteem and throughout most of their lives have not experienced success in learning situations. These students require closely monitored and individualized attention, as well as immediate feed-back concerning success in a classroom. Although the Central Office staff understand and sympathize with our program, the local budget limits the number of individuals who can be hired as teachers to assist us in these specialized programs. The present bill being considered by this committee would be able to address this very specific issue by allowing local school districts to fund teacher aides, specialized teachers and special material to serve the students addressed above.

One of the problems we encounter in designing specialized programs, is seeking methods to train our teachers to be able to develop materials and methodologies that meet the special needs of these students. The resources being discussed in this bill would allow us not only to hire teachers but to have those teachers as trainers who assist other staff members in becoming proficient in teaching students addressed above.

Although we have an extensive vocational program, it has been our experience that many of these students do not have the basic skills to handle the materials necessary to learn a skill from our programs. Again, the funds being discussed could be very helpful in allowing us to more adequately modify our vocational program to allow for these students to become successful in developing skills necessary for employment.

Mr. **Williams**. Mr. Goodling, any questions?

Mr. **Goodling**. If the same amount of money were put into chapter I, designated to be spent on the secondary level, would that solve a lot of your problems?

Mr. **Hanley**. The title I operates at the elementary level. The secondary level——

Mr. **Goodling**. Well, it doesn't have to; it only operates there simply because the funds are short and, therefore, it is basically used there, but I am saying, if you used the same amount of money that is indicated in this bill and designated it under chapter I as a secondary effort——

Mr. **Hanley**. Yes, I would think——

Mr. **Goodling** [continuing]. Probably would accomplish the same thing?

Mr. **Hanley**. Yes. Yes, I believe it would.

Mr. **Goodling**. Thank you.

Mr. **Williams**. Mr. Gunderson.

Mr. **Gunderson**. Thank you, Mr. Chairman.

Thank you, Mr. Hanley, for your testimony. One of the things that we have often asked witnesses, who for some reason or another have tended to be from the elementary school level, is to prioritize the various Federal programs. Recognizing there is a limited amount of dollars, which area is most crucial? I would be interested in your perspective as a high school principal.

What are the most important areas in which Federal assistance is essential to the better education of the students at your high school?

Mr. **Hanley**. On the secondary level, I think employability. Many of these youngsters in my situation come, I would say, from nonsupportive homes. They start out in title I—chapter I programs, but the research shows that they lose pace very quickly.

By the time they get to the secondary level, they are far behind the grade level. What happens with them is that they have very low self-esteem; they have very poor self-image; they have experienced very little success and they really become problems.

Now, the priority to me is a basic reading skills program. If they can't read, they can't do much in the way of instruction, mathematics, particularly in a vocational program. We have a comprehensive vocational program, but what I find is that it is technical in manuals and they are unable to address the very basic reading necessary to even operate machinery or to learn what must be done to become employed, and those youngsters, I think, eventually become—I know they become problems. They are in the courts; they are discipline problems in the school and I spend an inordinate amount of my time dealing with them in almost a holding operation until finally they drop out or pass out, drift away from us and end up on the streets.

Mr. **Gunderson**. If employability is the major problem, are you saying that the most important Federal education program at the postsecondary level would be our vocational education program?

Mr. **Hanley**. With the support to make sure that they can be successful in vocational education, yes. The program is a strong one, but if the students aren't able to handle the material, then you are losing the very students that you set out to serve.

Mr. **Gunderson**. I understand that. What I am trying to get at—and probably I haven't worded the question correctly—is that we have had a number of school superintendents administrators who have sat here and said: "Look, if you have got to—I don't want it—but if you have to reduce or cancel school lunch, reduce or cancel chapter II, reduce or cancel library aids and all these other programs, please don't eliminate title I."? That is what they tell me is the most important Federal assistance in the elementary level.

What I would like to hear from you, out of the wide array, what is most important to you? Is it some kind of a title I program in the secondary level? Is it vocational education in the secondary level? Is it your school lunch program? Is it your chapter II program for the special urban needs? What is it that is most important to you in terms of priorities.

Mr. **Hanley**. I think the vocational education program, employability.

Mr. **Gunderson**. OK. All right, thank you.

Thank you, Mr. Chairman.

Mr. **Williams**. Mr. Nielson.

Mr. **Nielson**. To follow up on the question that Representative Goodling asked, do you feel that ECIA could administer this program through chapter I? Could it be administered better under ECIA rather than set up a new administration?

Mr. **Hanley**. That is out of my field, but what I know of it, I would say yes.

Mr. **Nielson**. Do you think the NIE is very suitable for administering this program?

Mr. **Hanley**. My experience with them is, yes, I find them to be—their emphasis is on the locality, I think, that is the thing I liked about this bill.

Mr. **Nielson**. Do you think a grant system this large should be administered on a formula basis or on application basis?

Mr. **Hanley**. Application basis.

Mr. **Nielson**. How many schools do you think would be eligible to apply?

Mr. **Hanley**. Oh, I have no idea. We have, what, 15,000 school districts in the United States?

Mr. **Nielson**. 25,000 junior and senior high schools in the United States. How many of those do you think might be eligible to apply?

Mr. **Hanley**. I wouldn't know. I have no idea.

Mr. **Nielson**. How much money would be spent administering the applications and evaluating them?

Mr. **Hanley**. As little as possible. That, to me, would be—the point with this panel would be that that would reduce the bureaucracy and reduce the administrators to run the program.

Mr. **Nielson**. How are we going to separate out those who are legitimately applying and those who are applying because there is money there if we are not going to spend much money evaluating them?

Mr. **Hanley**. I don't know. It is out of my field.

Mr. **Nielson**. Do you think the Secretary of Education is going to have much authority in this program or are we short-circuiting the Department of Education by this bill?

Mr. **Hanley**. It sounds as if he would be directly involved with it, that the panel would advise him directly and the decisions would be made at his level, from what I read in the bill.

Mr. **Nielson**. Let me ask a difficult question: How can you justify another $900 million program at a time when we have a large deficit and a time when we are trying to cut back, at a time when we are trying to make the most of existing programs and when we have already authorized money for science math and the American Defense Education Act? How can you justify yet another program at this point? Desirable as it might be.

Mr. **Hanley**. Well, I think that is an establishing of some priorities on the part of the Congress. My experiences with these—the people I am talking about, the students I am talking about, we are going to pay upfront or we are going to pay later in terms of jail, in terms of unemployment, in terms of all of the problems that these citizens bring to a society, who are not trained, not able to support families. They are with us a long time, so I think it is a matter of establishing priorities.

Mr. **Nielson**. I have no further questions. Thank you for participating.

Mr. **Williams**. Mr. Packard.

Mr. **Packard**. I have no questions, Mr. Chairman.

Mr. **Williams**. No questions, Mr. Packard.

Mr. Hanley, as you know, and has been expressed to you by members of this panel, and I am sure others as well, the Federal Government does have some serious budget constraints. As one who serves on the Budget Committee, I can tell you that you don't serve there long before you realize that there is an enormous amount of public funds available in this enormously rich Nation of ours. That is not to indicate that taxpayers' patience with taxes isn't finite, because I think it is, and there is a certain point of taxation at which we probably begin to stymie progress, but at the present rates of taxation, we raise enormous sums of money—the envy of any other country in the world—so the question really becomes the nation's will as to where that money will be assumed.

I haven't yet seen a full extensive report on the true difficulty which faces our junior and high school students of low-income means who suffer from a lack of good basic skills, but the reports that I have seen, the studies that I have reviewed demonstrate to me that we have a crisis on our hands that not many out of education, particularly the front lines in education where you serve, fully recognize.

I think there is a time bomb ticking out there because of the inability of many of our low-income students to deal with and master the basic skills. Many of those students who are now in high school did not have an opportunity for chapter I in the lower grades. Others had a limited opportunity for it, but they need to have that chapter I assistance follow them in high school. That, then, is the purpose of this legislation, to stop that bomb from ticking.

I submit that the money and much more money than we have authorized here is available to do so.

At your school, I understand that you have a mix of students who are middle-income, high-income, low-income, minority, nonminority. Do you find that the low-income students and some of the minority students are lacking in a greater extent than their peers in mastery of the basic skills?

Mr. **Hanley**. Yes.

Mr. **Williams**. Is your high school, which is one of the innovative high schools in America, able to properly focus upon those particular students and their problems?

Mr. **Hanley**. To a very limited degree. It is, again, a matter of priorities. We have designed some programs, given our resources, and I am given a certain number of teaching stations and I can allocate those in my building. We have—I guess there is the frustration of never doing enough for those. I see too many of those.

We do have some success, but I see too many that stay with us 2 or 3 years, drifting in and out, half year, and the next thing I know, I read about them in the newspaper and they are in some kind of a problem.

There is a lot of frustration that we are not getting to them. Many of my teachers who are very well-intentioned and would like to become involved, they were never trained in the special technique of working with a youngster who can't read at 17 years old, 18 years old.

I think in my vocational program, my vocational teachers are trained craftsmen, but they are not trained teachers, and much of the material that is being used now in training for vocational programs is fairly technical. You are working with students that can't read, or read at the fourth-grade level, and you have got a problem. It is not going to last long because they drift away from you. They are not going to—they become problems in another way. They express themselves in frustration in other ways.

It is a vicious cycle and these kids go onto the streets and begin to raise families that will continue that frustration and difficulty in our society. I think we have to address it at all the levels. It is not good enough just at one level; it has to be addressed at a number of levels.

Mr. **Williams**. Again, Mr. Hanley, we appreciate you being here and offering us your good counsel. Thank you very much.

Mr. **Hanley**. Thank you.

Mr. **Williams**. It is my understanding that Dr. Sizer has arrived. Dr. Sizer just arrived from the train depot and is preparing his testimony now.

Our next witness is Dr. Theodore Sizer, chairman of A Study of High Schools, which is an inquiry sponsored by the National Association of Secondary School Principals and the National Association of Independent Schools. From 1972 to 1981. Dr. Sizer was a secondary school principal at Phillips Academy in Andover, MS, and previously, I understand, had served as dean of the Harvard Graduate School of Education.

Dr. Sizer, we appreciate you coming down this morning. We are pleased that you here and look forward to your testimony.

STATEMENT OF THEODORE SIZER, CHAIR, A STUDY OF HIGH SCHOOLS, AND AUTHOR OF "HORACE'S COMPROMISE"

Mr. **Sizer**. Thank you, sir, and I apologize for being late. You can keep me after school or whatever appropriate work hours you wish me to perform.

Mr. **Williams**. Congress has pretty much kept Amtrak on time these past couple of years and I understand that you were only about 8 minutes late, so that is not too bad.

Mr. **Sizer**. No; they did better than some other times. I will leave it there, sir. [Laughter.]

As part of my work for A Study of High Schools, which is just completing, I personally visited scores of secondary schools all across this country. I listened to hundreds of students, teachers, principals, superintendents and school board members. I myself taught classes in dozens of schools.

I have spent time in the communities and in the schools at which this act is directed, the neighborhoods and classrooms where low-income adolescents are growing up. It is with this background that I wish to speak vigorously in favor of this bill.

This population of poor young people needs help and the adults who work for them in the schools need help. The picture in many communities is deeply troubling. Indeed, it often is a picture of which all Americans should be ashamed.

The sponsors of this bill, and other Members of Congress, are aware of this fact. The Department of Education can and will give you the relevant statitistical profiles and others directly affected will testify before you.

Today, I will not dwell long on the need for this act, much as though my anger prompts me to speak at length. I wish, rather, to focus on the opportunity it provides on the happy prospects which this legislation could well provoke.

As part of my travels among schools, I spent some hours in a jail for juveniles in a large eastern city. Of the several hundred youngsters temporarily incarcerated there, virtually all were male and from minority groups. All were from very poor families, some of which had not been able or had not chosen to post the $25 bail necessary to release these early teenage children.

I asked the staff there, "What drives these youngsters, what sorts of kids are these?" and the answers always were two. First, these children were angry for being caught. They knew that for each one of them, there were 10 outside who were even worse law breakers; and second, these young people had no self-respect, no self-esteem. They hated themselves.

What was their frequent swagger and menace masked fear and self-hatred. They were losers, they knew, with nowhere to go but down. They were the frightened, often frightening flotsam of their neighborhoods.

Virtually all of these youngsters were illiterate. If they knew how to write words, they couldn't make them say much. They were—in fact, many were intellectually quick. One could readily sense that. Some knew their numbers, but none had anything approaching true command of those basic skills that allow a citizen to be free: reading, clear forms of expression, command of mathematics, and a practical sense of our system works, how to go along, to get ahead, to get going.

The lack of these very specific skills connects directly to that nebulous human essential: self-esteem. With skills, you have power. If you have power, you have self-confidence. In the Army, we called it "can do." These poor kids in that jail couldn't do and they knew it.

The opportunity that this bill presents is a focus on these "can do" skills and the sense of self-control and responsibility that can flow from their mastery. The act recognizes that extra effort is needed to catch even the attention of often-demoralized poor youngsters.

Like the Elementary and Secondary Education Act of 1965, it accepts the need for compensatory education, the need to invest specially in low-income youngsters who, because of the limitations of their situation need extra investment.

And so, what might a school do with the opportunity provided by this act? Let me give you an example, but with a proviso that I am not describing a single model, one to be plugged in anywhere. I will come back later to a key theme implicit in this legislation that, as communities differ, so should their schools, that intelligent, informed diversity of approach is an absolute condition of high quality.

Now, to my hypothetical school. Many of the low-income incoming ninth-graders would already, alas, be disheartened by school. Most would be behind what our profession, unwisely in my judgment, calls "grade level." They would perceive of themselves already as losers.

So the first task would be to catch these youngsters, to attract their attention to the potential of school. It may surprise some in this room that that potential isn't self-evident to many poor youngsters, especially from minority groups. However, these youngsters have seen too few obvious successes among their school-attending peers. The way one reaches these doubting young people, therefore, is slowly, one by one.

Teachers and counselors must appeal to each individually, finding the sources of strength in each youngster. I know that some critics will quickly brand this approach as romantic, or at least wasteful or patronizing. It, indeed, may be romantic, but in the best sense. We must appeal to the specialness in each individual child, and every child, however unwashed or hostile or apathetic, is special, but it is also coldly efficient.

Unless we know each child, we will lose many. As the work of our study repeatedly has shown, the anonymity of high school is its biggest weakness. The unknown youngster, one of what my colleagues in their forthcoming volume called the unspecial majority, is at best a docile student and very often a truant one.

As countless teachers now running so-called alternative school programs will testify, the student who is known by a teacher who cares about him, is the student least likely to drop out. Poor adolescents are just like the rest of us; they want to be somebody. They don't want to be numbers or faceless any more than we do.

Thus, my school needs teachers who can reach students and who have total teaching loads that allow them to know each as an individual. Most inner city school system high schools today assign teachers some 175 children to get to know in high school, five classes a day of 35 youngsters each.

Parenthetically, I should point out that the comparable load for teachers in high schools serving wealthier students, very revealing, is sharply lower.

Such numbers—175 to 1, 180 to 1, in some Eastern cities, in fact, 220 to 1—are hopelessly high. How, then, do I, in my school that I am describing here, reduce that load? With more money for staff, obviously, but also by dramatically simplifying the curriculum, focusing it on the basic subjects. Such focus, we can show, will substantially ease teacher-student load.

The rampant specialization of the staff in American comprehensive high schools inflicts a massive cost. So each teacher has now, say, a total of 80 youngsters, rather than 175, these grouped in varying ways in a simple daily schedule.

My example of a school here needs excellent devices quickly to evaluate where each student is in these basic skill areas and the means whereby each teacher can carefully adapt work appropriate for each child or small group of similarly situated children.

Having properly sited each youngster, teachers would program the work for each carefully, making sure that the challenges put before each student were clear, demanding, and achievable.

As students differ in their rate of performance, in their way of learning and in their willingness to work, teachers need both substantial latitude to adapt the program to their particular students and a resource center of materials and advice to guide the work they set for each student.

The students, most of whom are accustomed to fail, need quick and legitimate success. Nothing fuels learning like real mastery, as Benjamin Bloom and other researchers have consistently demonstrated.

Let me stress again, the key is "legitimate success." Students must know that they "can do" important things early and regularly. Again, some critics may read this concern for student self-esteem as namby-pamby romanticism, 1960's softness. That is nonsense, of course.

Confidence in one's skills is the essential foundation for any serious education. We must build that confidence by making sure that all children have legitimate mastery.

Students will need their community's support for their work, and especially, their parents' support. My hypothetical school reaches out to parents, persuading them that "can do" children are the offspring of parents who tell them, "You can do." Students need the example of recent successful graduates from their school; they need local employers who back their good work, who may even give perquisites to young, part-time employees who are making progress in school.

Successful schools come from successful partnerships of students, teachers, parents, community and employers. Incentives, monetary and inspirational, are the key. Again, some may see this emphasis as "pandering" to adolescents, and again, I say, "nonsense."

Poor adolescents are just like the rest of us. We work hard when it is in our obvious benefit to work hard. So will they. Each community must find the incentives that best reach their young folk. Get the incentives right and a school will work.

In sum, how might a high school, aided by this act, be designed? That, in my example, would have a simple core curriculum, organized in a simple format, focused in large part on the fundamental skills of reading, writing, mathematics, civics, and of reasoning powers. The complexity of the school would arise from its personalization of instruction. Each youngster is treated differently.

A simple structure allows this careful individualization of program. No teacher would have responsibility overall for more than 60 to 80 students. Back-up support for these teachers with materials, with advice on evaluation and ways of teaching and with liaison with parents in the community would be provided.

The moneys from this act would be used in three ways: First, to expand the teacher force, one of the three steps necessary to reduce teacher load. The other two being to lessen specialization of staff and to simplify the program and schedule.

Second, the act would provide for the back-up services I have described; and third, it would add staff to connect with the community.

Let me conclude with stress on four key strengths of this proposed legislation. It rightly focuses on the schooling of poor adolescents, a needy group, but one which can be powerfully helped for all our lasting benefits.

Some will say that a child's destiny is settled by the time he or she is but 6 years old. That, mercifully, is not so. One can daily see in countless American high schools youngsters whose lives are being shifted and deepened for the better. High schools can work for the poor, as well as for the affluent.

Second, the act rightly focuses on basic skills, the central intellectual powers that are needed for participation in a democracy and a volatile complex economy. The semiliterate will be a loser inevitably and we all, thereby, will be losers.

Third, the act rightly focuses on innovation, on the need to tie special moneys to special new responses to the needs of low-income adolescents. The tying of new ideas and efforts with compensatory financing is as essential as it is sound.

Finally, the act places authority at the school level where, for success, it must be placed. There is no one best system of learning. We humans are too creatively diverse for that. Good teaching is adaptive teaching, a constant adjustment of program-to-pupil. This is especially the case with often demoralized youngsters.

The act gives discretion to those—the school-level staff—who are the only ones who can know what adjustments are needed, as they know the youngsters. A creative investment in youth, low-income youth, is one sure to pay rich dividends.

I warmly support the intentions and design of the Secondary School Basic Skills Act of 1984.

[The prepared statement of Theodore R. Sizer follows:]

PREPARED STATEMENT OF THEODORE R. SIZER, CHAIRMAN, A STUDY OF HIGH SCHOOLS

I am Theodore R. Sizer and am pleased to speak on behalf of the proposed Secondary School Basic Skills Act. I am currently Chairman of A Study of High Schools, a five-year long inquiry into American secondary education sponsored by the National Association of Secondary School Principals and the National Association of Independent Schools. Our work has been privately financed by six philantropic foundations. Three books will result. The first, "Horace's Compromise: the Dilemna of the American High School," of which I am the author was released last March. The other two—essays on the history of American high schools since 1940 and a careful analysis of fifteen schools extensively during 1981–82—will be released in 1985.

Immediately prior to my work on the Study, I was for nine years headmaster of Phillips Academy, a secondary school in Massachusetts. From 1964 to 1972, I served as Dean of the Harvard Graduate School of Education. I will join the faculty of Brown University in Providence, Rhode Island, this summer.

As part of my work for this Study I visited scores of secondary schools all across this country. I listened to hundreds of students, teachers, principals, superintendents and school board members. I myself taught classes in dozens of schools. I have spent time in the communities and in the schools at which this Act is directed—the neighborhoods and classrooms where low-income adolescents are growing up.

This population of poor young people needs help, and the adults who work for them in the schools need help. The picture in many communities is deeply troubling—indeed, it often is a picture of which all Americans should be ashamed. The sponsors of this bill, and other members of Congress, are aware of this; the Department of Education can and will give you the relevant statistical profiles; and others directly affected will testify before you. This morning's panel, however, needs little rhetorical punishing. Thus today I will not long dwell on the need for this Act, much though my anger prompts me to speak at length. I wish, rather, to focus on the opportunity it provides on the happy prospects which this legislation could well provoke.

As part of my travels among schools, I spent some hours in a jail for juveniles in a large Eastern city. Of the several hundred youngsters temporarily incarcerated there, virtually all were male and from minority groups. All were from very poor families, some of which had not been able or had not chosen to post the $25 bail necessary to release these early-teenaged children. I asked the staff there, what drives these youngsters? What sorts of kids are these? The answers, always, were two. First, these children were angry for being caught—they knew that for each one of them there were ten outside who were even worse law-breakers. And, second, these young people had no self-respect, no self-esteem. They hated themselves. What was their frequent swagger and menace masked fear and self-hatred. They were losers, they knew, with no where to go but down. They were the frightened, often frightening flotsam of their neighborhoods.

Virtually all of these youngsters were illiterate. If they knew how to write words, they couldn't make them say much. Many were in fact intellectually quick—one could readily sense that—and some knew their numbers. But none had anything approaching true command of those basic skills that allow a citizen to be free—reading, clear forms of expression, command of mathematics, and a practical sense of how our system works, how to get along, to get ahead, to get going. The lack of these very specific skills connects directly to that nebulous human essential, self esteem. With skills, you have power. If you have power, you have self-confidence. In the Army, we called it "can do". These poor kids in that jail couldn't "do".

The opportunity that this bill presents is a focus on those "can do" skills, and the sense of self-control and responsibility that can flow from their mastery. The Act recognizes that extra effort is needed to catch even the attention of the often demoralized poor youngsters. Like the Elementary and Secondary Education Act of 1965, it accepts the need for compensatory education, the need to invest specially in low-income youngsters who, because of the limitations of their situation, need extra investment.

And so, what might a school do with the opportunity provided by this Act? Let me given you an example, but with the proviso that I am not describing a single model, one to be plugged in anywhere. I will come back later to a key theme, implicit in this legislation, that as communities differ, so should their schools; that intelligent, informed diversity of approach is an absolute condition of high quality.

Now, to my hypothetical school. Many of the low-income incoming ninth graders would already, alas, be disheartened by school. Most would be behind what our profession (unwisely, in my judgment) calls "grade level": they would perceive themselves as "losers". Nothing correlates closer with test scores than income level: Poor kids score low, wealthier kids score higher. That is the story of the class system in American schools.

So, the first task would be to "catch" these youngsters, to attract their attention to the potential of school. It may surprise many in this room that that potential isn't self-evident to many poor youngsters, especially from minority groups. These youngsters, however, have seen too few obvious successes among their school-attending peers. The way one reaches these doubting young people, therefore, is slowly. It is one-by-one. Teachers and counselors must appeal to each individually, finding the sources of strength in each youngster.

I know that some critics will quickly brand this approach as romantic, or at least wasteful or patronizing. It may be "romantic", but in the best sense: we must appeal to the specialness in each individual child—and every child, however unwashed or hostile or apathetic—is special. But it is also coldly efficient. Unless we know each child, we will lose many. As the work of our Study repeatedly has shown, the anonymity of high school is its biggest weakness. The unknown youngster—one of what my colleagues in their forthcoming volume, "The Shopping Mall High School," call the "unspecial majority"—is at best a docile student and very often a truant one. As countless teachers now running so called "alternative school" programs will testify, the student who is known by a teacher who cares about him is the student least likely to drop out. Poor adolescents are just like the rest of us: they want to be somebody. They don't want to be numbers or faceless any more than we do.

Thus my school needs teachers who can "reach" students, and who have total teaching loads that allow them to know each as an individual. Most inner city school system high schools today assign teachers some 175 children to "get to know"—five classes a day of 35 youngsters each (The "load" for teachers in high school serving wealthier students, revealingly, is sharply lower). Such nunbers are hopelessly high. How, then, do I, in my school, reduce that load? With more money for staff, obviously; but also by dramatically simplifying the curriculum, focusing it on the basic subjects. Such focus, we can show, will substantially east teachers' student load. The rampant specialization of the staff in American comprehensive high schools inflicts a massive cost.

So, each teacher has now, say, a total of 80 youngsters, grouped in varying ways in a simple daily schedule. My school needs excellent devices quickly to evaluate where each student is in these basic skill areas, and the means wherby each teacher can carefully adapt work appropriate for each child or small group of similarly-situated children. (You will note this approach is analagous to the long recommended for Special Education: an "individual educational plan". It works in "special" education; its virtues are likewise needed in "regular" education).

Having properly sited each youngster, teachers would program the work for each carefully, making sure that the challenges put before each student were clear, demanding and achievable. As the students differ in their rate of performance, in their way of learning and in their willingness to work, teachers need both substantial latitude to adapt the program to their particular students and a resources center of materials and advice to guide the work they set each student. The Students, most of whom are accustomed to fail, need quick legitimate success. Nothing fuels learning like real mastery, as Benjamin Bloom and other researchers have consistently demonstrated.

Let me stress: the key is legitimate success. Students must know that they "can do" important things, early and regularly. Again, some critics may read this concern for students' self esteem as namby-pamby romanticism, 1960s softness. Nonsense. Confidence in one's skills is the essential foundation of any serious education. We must build that confidence by making sure that all children have legitimate mastery. (Or almost all children: not all will make it, realistically; but we want never to give up on anyone of them).

Students will need their community's support for their work, and especially their parents' support. My hypothetical school reaches out to parents, persuading them that "can do" children are the off-spring of parents who tell them, "you can do". Students need the example of recent successful graduates from their school. They need local employers who back their good work, who may even give perquisites to young part-time employees who are making progress in school. Successful schools come from successful partnerships of students, teachers, parents, community and employers. Incentives—monetary and inspirational—are key. Again, some may see this emphasis as pandering to adolescents; and again I say, Nonsense. Poor adolescents are just like the rest of us: we work hard when it is in our obvious benefit to work hard. Each community must find the incentives that best reach their young folk. Get the incentives right and a school will work.

In sum, how might a high school aided by this Act be designed? That in my example would have a simple core curriculum, organized in a simple format, focused on the fundamental skills of reading, writing, mathematics, civics and of reasoning powers. Its complexity would arise from its personalization of instruction. A simple structure allows careful individualization of program. No teacher would have responsibility overall for more than sixty to eighty students. Backup support for these teachers with materials, with advice on evaluation and ways of teaching and with liaison with parents and the community would be provided.

The moneys from the Act would be used to expand the teacher force, one of the three steps necessary to reduce teacher load (the other two being to lessen specilization of staff and to simplify the program and schedule). It would provide for the backup services. And it would add staff to connect with the community.

At least five dangers might threaten the effectiveness of this Act.

There will be almost inevitable efforts to create one, or a few, "models", to standardize what "effective" high schools might provide poor adolescents. This effort must be resisted: success absolutely depends upon careful, flexible adaptation to particular needs and neighborhoods. One can and must have both common ultimate standards and diversity of approach. Indeed, the former depends on the latter.

Second, and related to the first, will be the pressures from the salesmen of nostrums, the ed biz jackals who wish to market their standardized wares. They hustle better than grass roots teachers, but it is the latter who can much better serve the youngsters.

Third, there will be those who push the hardware of technology. The computer can greatly expand the power of schooling, but it cannot replace the reach of a sympathetic and demanding teacher. Technology must be seen as a handmaiden, not a replacement for instructors. Poor children's problems are in the first instance pressingly human ones.

Finally, the push for swift evaluation (the Act calls for successful accounting within two years) may choke off ambitious programs with high long term promise, but short-term risk. As I ahve already argued, really effective schooling for low-income adolescents will involve both an infusion of compensatory moneys for the schools and a change of the attitudes of and the ways of working of teachers and principals, in those same schools. Imagination, courage and patience, supported by new funds, are all needed, concurrently, difficult thought this may be to achieve. A premature expectation of "success"—the sure-fire quick fix that we Americans always hanker after—can stifle the promising risks which our youngsters need taken on their behalf. The ultimate result will be failure and disappointment.

Let me conclude with stress on four key strengths of this proposed legislation. It rightly focuses on the schooling of poor adolescents—a needy group, but one which can be powerfully helped, for all our lasting benefits. Some will say that a child's destiny is settled by the time he or she is but six years old. That, mercifully, is not so. One can daily see in countless American high schools youngsters whose lives are being shifted and deepened for the better. High schools can work, for the poor as well as the affluent.

Secondly, the Act rightly focuses on basic skills, the central intellectual powers that are needed for participation in a democrary and a volatile, complex economy. The semiliterate will be a loser inevitably—and we all thereby will be losers.

Third, the Act rightly focuses on innovation, on the need to tie special moneys to special new responses to the needs of low-income adolescents. The tying of new ideas and efforts with compensatory financing is as essential as it is sound.

And, finally, the Act places authority at the school level where, for success, it must be placed. There is no One Best System of learning; we humans are too creatively diverse for that. Good teaching is adaptive teaching, a constant adjustment of program to pupil. This is especially the case with often demoralized teenagers. The Act gives discretion to those—the school level staff—who are the only ones who can know what adjustments are needed, as they know the youngsters. Their general goals may be similar, but principals such as Walter Jenkins at Detroit's Cooley High School and Russel Costanza at New Orlean's Nicholls High School will need different means to realize those goals. South Boston High's Jerome Winegar and Art Thieme at Rochester's Edison Occupational Center have analagous but dissimilar needs. Victor Herbert at Gomper's Technical in the South Bronx, Father Lawrence McCall at Milwaukee's Pius XI High School and Dennis Littky in Winchester, New Hampshire's Thayer High School all serve low income kids, but what they need to help them well will creatively and productively differ. This Act wisely backs school people such as Thieme, Herbert, McCall and Littky. Only they and their colleagues at the school level can reach the youngsters who need to be reached.

A creative investment in youth—low income youth—is one sure to pay rich dividends. I warmly support the intentions and design of the Secondary School Basic Skills Act of 1984.

Mr. **Sizer**. Thank you very much, Doctor.

Mr. Packard.

Mr. **Packard**. Thank you, Mr. Chairman, appreciate your testimony, Doctor.

You referred to the high ratio of students per teachers, something like 150 or better. I don't understand that. I served on the school board and dealt with class loads constantly and even though there may be a teacher who will see 150 high school students in a day, that same student will see four or five other teachers during a five-period—and the average teacher/student ratio is certainly not 150 in the average high schools throughout this country.

Is that what you are implying at all?

Mr. **Sizer**. One must make a distinction between class size and total load. I am talking about total load. Five classes a day of 35 youngsters each is a typical total load in most big cities.

If you do the arithmetic, let us say that you are an English teacher and want a youngster to learn how to write well. The way you teach that youngster how to write well is to have him write, and then to read what he has written promptly, write all over it and give it back to him and say, "Billy, write it again."

Well, again, the arithmetic. Let's say it takes 10 minutes a week over the whole 7-day period, 10 minutes per student. This is a minimal amount—to read the youngster's work, hopefully two or three little pieces a week, comment on it and maybe chat with the youngster. Well, 175 times 10 divided by 60, and you are talking half the work week.

Mr. PACKARD. If you were to seek out an ideal for an average, recognizing the financial constraints of each school, what do you think would be an appropriate average for students per teacher?

Mr. SIZER. I would have——

Mr. PACKARD. Total workload?

Mr. SIZER. Total workload for a teacher, total student workload, no more than 80. My friends in some inner cities are talking 60. Now, realistically, we are not going to get that kind of ratio with more money. That kind of additional money isn't there, and what we all have to recognize, those who are responsible for education, those who are responsible for control, such as members of school boards, is that we are going to have to rearrange, restructure, redesign the school to bring those loads down, while not significantly changing the per-pupil expenditure.

This involves different kinds of trade-offs than we have traditionally made, but unless we can get to a situation where a teacher has fighting chance of knowing a youngster, we are not going to make any improvement.

Mr. PACKARD. The average teacher will teach in a high school five periods a day, I would assume?

Mr. SIZER. In the ideal—in my mind, the example is there wouldn't be a large number of short periods. A teacher might teach as many hours per day, but these would be longer stretches of time with a total number of students far less than now. A teacher might have two periods a day, but each one is 2 hours long.

Mr. PACKARD. If you figure five periods, you are talking about 12 to 15 students and that is rather unrealistic in most high schools, but let me go on to another point.

This bill calls for $900,000 a year for 6 years, in excess of $5 million. If you were given that kind of money to distribute or to place where you think it would do the most good in terms of addressing the slow or the handicapped or the student or the slow-learner or—would you feel that this is the best area to put $4 or $5 billion—or million dollars?

Mr. SIZER. Yes, I admit my bias; I am a high school man. I think that the——

Mr. PACKARD. Let me correct myself. I am not—I should say $900 million, which adds up to about $4 or $5——

Mr. SIZER. I wondered what happened——

Mr. PACKARD [continuing]. $5 to $6 billion. Yes——

Mr. SIZER [continuing]. To those zeros.

Mr. PACKARD. I just—I guess my local government comes through in dropping three zeros. [Laughter.]

So we are talking about a lot of money. Is this—I guess my question is, is this placed in the most essential area, recognizing the constraints on budget?

Mr. SIZER. For two reasons: One, it focuses on those schools that have a large number of low-income youngsters, which tend to be the schools in the deepest trouble; and second, it ties the award of that money to imaginative redesign of the program. It isn't just money handed out; it is money selectively handed out to principals and teachers in school systems who say, "Yes, we are going to have to do six or eight things at once."

One of those is to get some more money in the school for some period of time, but in order to get that money, we have to make some other significant changes. I do not believe that it is unrealistic to reduce those ratios within the existing expenditure areas. It can be done and I am determined that a number of us around the country are going to try to do it.

The more the Federal Government can assist in that effort at reform, the better.

Mr. **Packard**. If, and again, my experience with local school districts—I am trying to evaluate if I had access to the kinds of money that is talked about in this bill, with all of the other shortfalls financially to support other very essential and needed programs in my particular school, are these kinds of dollars—would these be earmarked for the right places?

Mr. **Sizer**. Yes, sir, I believe so.

Mr. **Packard**. You think that a principal of a high school would feel that where they are struggling to keep other programs alive, that starting a new program now in a new thrust would be the best use of those hard-come-by funds?

Mr. **Sizer**. The majority of superintendents of school board members with whom I have talked have identified the high school as their greatest worry. The majority of high school principals with whom I have talked say that the low-income, demoralized, highly truant, semiliterate youngster is their basic worry. I think this targets right where a major problem is in a creative way

Mr. **Packard**. Well, if your evaluation is correct, then let me pass down the line a little bit. If the bill passes, do you think that setting up a new program or a new system of distribution and evaluation of the funds and the applications is a better way of doing it, rather than providing these funds through an already existing—the title I program, which already has a distribution system and set up? Do you believe that it would be better to put the funds in, rather than lose some of them in terms of a startup program, using them through an existing program like the title I program?

Mr. **Sizer**. The difference here is the use of the National Institute of Education as a major partner in this enterprise. That underscores what, for me, is the crucial part of the bill, which is—this isn't just money handed out generally. It is money that is handed out to help trigger a process of major restructuring and reform in the schools.

Thus, I see the flow of funding under this act as similar in intent, in general intent, with title I, chapter I, but with an innovative twist. It is almost as if you merge some of the best of the old title I and the old title III of ESEA. It is innovative and reform-oriented at the same time it focuses disproportionately on low-income kids.

Mr. **Packard**. Thank you, Mr. Chairman.

Mr. **Williams**. Mr. Bartlett.

Mr. **Bartlett**. Dr. Sizer, I appreciated your testimony. I thought it—your written testimony as well as your verbal testimony—is a quite good analysis and a good grasp on how to improve education in the classroom. I suppose my question or questions revolve around—I am not certain I understand your testimony as to how to improve the quality of the classroom with creation of another $900 million Federal categorical grant.

I believe that we—and I worked with my colleague from Montana on a number of issues revolving around quality education. I have the highest regard for him, but it seems to me that throughout the decade of the 1960's and the 1970's, that we operated under the premise that more Federal funding was going to improve the quality of education and we found out, at the end of the 1970's, in 1980 or so, that that was not—just simply not true. And so I would hate to see us start down that same path with this approach, holding out some kind of a false promise that diverts our attention from basics and gets our schools back into grantsmanship.

I realize they are there firmly, but this would push them further into grantsmanship, as opposed to further designing their curriculum and their programs to improve the quality of education.

How would you relate this bill of the new categorical Federal grant to quality of education?

Mr. **Sizer**. I share your concerns about simply stumbling through a repetition of some of the well intentioned, but nonetheless mistakes that all of us made in the late 1930's, but one has to look at the individual school.

Let me describe to you a situation of a school I am getting to know very well. It happens to be a rural school. There is no money to turn around on. There may be money in the higher tiers of the educational bureaucracy, but at the school level, here is a school, over 80 percent of the youngsters are below the poverty line. There are, I think, 800 youngsters in this school. There is a principal. The assistant principal teaches five classes, is director of athletics and runs a shop program.

The principal has no help. He has no time. The teaching loads are 180 to 190 youngsters in five periods a day for these teachers. It is—even though the staff of that school is highly committed and experienced, there aren't the resources to give them the time to do the turn I am talking about. But if you rifle shot, categorically said to that principal, "OK, here are some resources to increase—let's say for just 2 years, maybe for 4—to increase your teaching staff, to give you a staff member to make the contacts with the parents that are needed, and to support your teachers with some backup advice," this will allow him the opportunity to make the turn, to shift the program, to simplify it, that he wants to do.

My view is that any come-out reform has to have virtually the same per pupil expenditure as we have now. In my ideal design, 10 percent more, because I think we need more money in the schools. But the ultimate design has got to be at roughly the same level and what the act would provide is the trigger to make that shift possible.

Mr. **Bartlett**. Dr. Sizer, let's take that school. How large is that school that you are——

Mr. **Sizer**. I think it is about 800 youngsters.

Mr. **Bartlett**. About 800 youngsters. How large would you contemplate a grant under this program going—assuming that that school would have the resources of grantsmanship, which I doubt, but assuming that the principal who is teaching shop on the side would also be able to write a grant that would pass muster——

Mr. **Sizer**. Right.

Mr. **Bartlett** [continuing]. But assuming that, how large a grant do you think they would get? $20,000 a year, 40?

Mr. **Sizer**. I would think—I have not done that kind of calculation. I have made a calculation for that particular school for a quite ambitious effort of turning, which involves very substantial inservice training for the teachers and counting everything, being highly inclusive, the price tag is $175,000 a year. You could do a substantial amount for half that.

If that principal had between $75,000 and $100,000, he could turn that school—he and his staff could turn that school in a dramatic way.

Mr. **Bartlett**. Let me ask you one other mathematical question and it seems to me to be one of the fundamental issues that school administrators and school board members are facing in this country, and I think that Congress needs to face it, and that is the principle that the money is not here for education. The money is at the State level. The last calculation I saw estimated $230 billion a year spent by States and local school districts on education and $15 billion by the Federal Government.

So, ergo, if you and I were to urge specific improvements in the quality of education, and the result of that were to have a 10-percent increase, a mere 10-percent increase in State and local school district budgets, and last year it was 7 percent, that is $23 billion extra money going to education in this country.

If we were to expend that same amount of energy urging Congress to have a 10 percent increase of education funding by the Federal Government, the result is $1.5 billion. I suppose my question is, Shouldn't we direct our efforts more toward where the bucks are for education?

Mr. **Sizer**. Sir, I am an opportunist. The pitch I am making here today, I have made to every State task force on educational reform who will invite me to speak. I know there are some States, alas, where there is not the political will to help poor youngsters, and in those unfortunate situations, I would hope that the Federal Government would have opportunities and programs to provide the help needed.

I think we need in this area of innovation and in this area of compensatory special concern for our lower-income citizens——

Mr. **Packard**. Would the gentleman yield?

Mr. **Sizer** [continuing]. I hope we have a combined Federal, State and local effort.

Mr. **Bartlett**. I would be happy to yield to my colleague from California.

Mr. **Packard**. Would the gentleman yield, please?

The gentleman from Texas touched upon the question I asked and I am not sure that I got a thorough answer. I think I asked the question, with the budgetary constraints, do you feel that this million dollars a year, about—or rather, billion dollars a year, is best spent, recognizing, as the gentleman brought out, that if we gave a 10-percent increase to education from the Federal level—we are talking about a billion and a half dollars—with 75 percent of that going to this program alone, do you believe that that is the best use of that 10-percent increase, assuming that that is what the Congress would be willing to give to education from the Federal level?

Mr. SIZER. Yes, sir, but I admit my bias.

Mr. PACKARD. Thank you.

Mr. BARTLETT. Let me switch and ask you a question about priorities. You are familiar with the various Federal categorical programs on education, how would you rate this one, vis-a-vis the other programs? Would you rate this one higher in terms of priority of spending categorical Federal grants, higher than the Women's Educational Equity Act or handicapped education or vocational education or adult education, or would you rate it lower, lower priority, or the same, or how would you rate this in prioritizing with other Federal programs?

Mr. SIZER. The highest priorities, in my view, are aimed at those young people who have the most serious deficits, and they tend to be youngsters who have emotional or physical handicaps, who have handicaps resulting from discrimination, or who have handicaps arising from their low-income status.

The focus, particularly at the Federal level, on those who have, if you will, deficits, is the highest priority. I think we need those all, and I would put many significant and worthwhile programs which don't have that focus on a lower level.

Mr. BARTLETT. OK, fair answer.

One last question in terms of your interpretation of this bill—and also your advocacy for changes in the classroom—when you speak of "new approaches," I want you to clarify, if you would, what you mean by "new approaches." Does that mean—increasing the role of parents in the classroom, or an increase in discipline, a code of conduct for the school, or a requirement that each student achieve his grade level academically before he can be passed to the next grade? Is that the kind of "new approach" you are thinking of or is it different?

Mr. SIZER. My use of the word "new" is pretentious. As has been said, "There are no new ideas in education. We dust off old ones that are still sturdy." None of the suggestions which I have made in my book that has come out of our study is a suggestion that I haven't seen in place somewhere working.

What is new—if anything is new—is putting these together. For example, a high school that I visited, a very interesting high school in your State, in Fort Worth City schools—I visited the classroom of two teachers who had asked the principal and had been given the opportunity to combine their youngsters. The load in that high school was 160 kids per teacher and an English teacher and a social studies teacher said to the principal:

> Mr. Miller, give us the same 160, and I, the social studies teacher, will teach social studies and English and my friend next door will teach—who is an English teacher—will teach social studies and English. I will help him with his social studies; she will help me with my English.

Without adding one dime to the school budget, they decreased the number of youngsters they had to get to know by half. So each of them were faced with 80 kids. Now, these were the kids who were the youngsters in the middle, the faceless mob, and this pair of really quite remarkable experienced teachers were able to get to know those youngsters.

When you walked into that classroom, you could sense instantly a change in attitude. Was that a "new idea?" No, it is as old as the hills. It is new in the sense that it took cracking some traditions. Now, if you could take that kind of very simple idea and some more complicated ones and do about seven of them at once, I think—and people with a lot more experience with low-income youngsters in classrooms also think you could make very significant improvement.

Mr. **Bartlett**. Thank you, Mr. Chairman.

Thank you, Dr. Sizer, good testimony.

Mr. **Williams**. Thank you, Mr. Bartlett.

Let me first comment on a statement that my friend, the gentleman from Texas made concerning the appropriateness and effectiveness of Federal education dollars which were expended in such dramatic amounts during the 1960's. He indicates that despite that expenditure, those dollars were simply not effective. I disagree completely with that, respectfully.

We held a hearing in our Budget Committee, which I chaired, 1 year ago now, a 2-week hearing. The purpose of the hearing—the purpose of holding it, by the way, before the Budget Committee, rather than the House—rather than this committee, was to determine whether the amount that has been budgeted by the Federal Government for education these past two decades has been well spent and effectively used.

We had 2 weeks of witnesses and witness after witness, without exception said that the Federal dollar had taken. The results that were intended in the expenditures of those dollars had either been achieved or the nation was dramatically moving toward that achievement.

The Federal Government's role in education has been historically, almost without exception, been limited to providing access and equity to the American student with only—almost without exception, the Federal dollar has not been used to raise the quality of education in America.

Has the dollar been achieving access and equity? Almost without exception. Have those dollars that have been spent to raise quality also been effective? In the main, yes.

I think that those areas of education where we find a gap between our expectations and the reality are those areas where Federal dollars have not been expended in the past 20 years. So, in that way, I disagree with what the gentleman—the minority is saying in its questions to Dr. Sizer, "Do you really believe that $900 million a year is an appropriate amount to spend on this," the indication being that that is a tremendous amount of money, and it is. But another question the minority asks is: "When that money is broken down, it is only $150,000 a school; that isn't enough to do any good." The minority wants it both ways. They say, "In total, the money is too much, but when you break it down per student, it is not enough." I don't think the money is enough; I would agree with that.

In your testimony, Dr. Sizer, you indicate, and I want to point this out because I appreciate the indication—on page 11, that the act rightly focuses in your words on "innovation, on the need to tie special money to special new responses to the needs of low-income adolescents."

As you continue to do your work and your research, I encourage you to stay in touch with the members of this committee and your own members of the House and Senate in particular, because if we can tie any new innovative approaches to our legislation, we want to do so in a flexible manner.

On page 9, you indicate a possible danger that might threaten the act, and that is, in your words, "There will be almost inevitable efforts to create one or a few models to standardize what effective high schools might provide poor adolescents. This effort must be resisted."

The primary difference between the Senate bill offered by our good colleague, Senator Bradley, and this bill is that this bill has less opportunity for modeling in it than does the Senate bill, and I appreciate you drawing to our attention that modeling can be an ineffective way to deal with this problem.

Now, let me ask you, in your work of the past 2 years, it is my understanding that most of the information you have developed has been anecdotal.

Mr. SIZER. That is correct.

Mr. WILLIAMS. Do you have any—I would like to hear about that information, too, but along with it, do you have any hard research with regard to the numbers of low-income high school students who are without appropriate basic skills?

Mr. SIZER. No, though, however, I have learned to distrust the public figures when I have gotten them in schools. So I think the public figures, the collected figures, understate the problem, that the tests used tend to miss youngsters. I have been in schools where 60 percent of the youngsters have no home address. They don't even appear in the census. They are either legally emancipated or de facto emancipated. That kind of youngster rarely appears in the scores.

I think the problem on the whole—my hunch is, from listening to my friends in the schools, the problem, if anything, as I have seen the figures community-by-community, is understated.

Mr. WILLIAMS. Just before you arrived to present your testimony, I was saying that although I had not seen hard research to fully indicate it, I had more than just a sense that we have significant numbers of low-income students in junior high and high school who are woefully and inadequately prepared in the basic skills and that that is a social ticking bomb that portends dramatic difficulty for this Nation if it is not addressed and addressed very quickly. The Nation at risk report seemed to indicate likewise.

Do you agree with the drama inherent in my assumption?

Mr. SIZER. Yes, but I would like to also add the drama of what happens when a school turns, and when you take demoralized, and often quite scary youngsters and turn them, and to watch that happening in high schools is a most reassuring thing that one can see about the prospects of really doing something significant about this problem.

Again, statistics don't show it. You will have to go and walk the halls with a principal. You have to talk with the—listen, not talk to—you listen to youngsters about what they have done. I must confess, three years ago, I wasn't sure. Now I have no question that even in the most difficult areas that our high schools are situated, good people are there and can be empowered to do important things. They are too overloaded now and too strapped by the existing structure to do so.

Mr. **Williams**. Doctor, you bring important support for this legislation. We are grateful for your visit here today and your testimony. Thank you very much.

Mr. **Sizer**. Thank you.

Mr. **Williams**. The subcommittee will meet tomorrow at 9:30 to continue hearings on this legislation.

[Whereupon, at 10:30 a.m., the subcommittee was adjourned, to reconvene at 9:30 a.m., Wednesday, June 13, 1984.]

HEARINGS ON SECONDARY SCHOOLS BASIC SKILLS ACT

WEDNESDAY, JUNE 13, 1984

House of Representatives,
Committee on Education and Labor,
Subcommittee on Elementary, Secondary,
and Vocational Education,
Washington, DC.

The subcommittee met, pursuant to notice, at 9:30 a.m., in room 2175, Rayburn House Office Building, Hon. Pat Williams (acting chairman of the subcommittee) presiding.

Members present: Representatives Williams, Hayes, Goodling, and Gunderson.

Staff present: John F. Jennings, counsel; Nancy L. Kober, legislative specialist; Mary K. O'Hara, staff aide; and Richard D. DiEugenio, Republican senior legislative associate, Committee on Education and Labor.

Mr. **Williams** [presiding]. I call this second day of hearings on H.R. 5749, the Secondary Schools Basic Skills Act, before the Subcommittee on Elementary, Secondary, and Vocational Education to order.

Our first witness today is our good colleague from the Senate, the original sponsor of the legislation in that body, Senator Bill Bradley of New Jersey, to be our first witness.

Senator, we appreciate greatly your fine leadership on this legislation on education and will look forward to your testimony.

STATEMENT OF HON. BILL BRADLEY, A U.S. SENATOR FROM THE STATE OF NEW JERSEY

Senator **Bradley**. Thank you very much, Mr. Chairman.

I'm pleased to testify today in support of H.R. 5749. This bill, as you have mentioned, is a companion bill to the one that I've introduced in the Senate on March 13, 1984, and I am delighted that this important piece of legislation is moving simultaneously in both the House and the Senate, and I think these hearings are extremely important to laying the groundwork for positive action.

Too many of the youth in our country lack the basic skills to live a satisfying and productive life. It's estimated that 23 million American adults and about 13 percent of all 17-year-olds have inadequate reading, writing, and comprehension skills for everyday functioning. That means functional illiteracy among urban youth may run as high as 40 percent.

Now what that means is that a fair proportion of our young people in the country today have trouble reading a newspaper, a recipe, instructions on a package of prepared food, or filling out a job application. Many lack the computational skills necessary to balance a checkbook, and imagine how intimidating a tax form must be.

Some of these young people are in the position of defending our nation. The Department of Navy recently reported that one-quarter of its recruits cannot read at the ninth grade level, the minimum in the Navy required to read simple safety instructions.

Even among the students who go to college—and I'd like to underline that—even among the students who go to college, there are many who haven't mastered the basic skills. In my own State of New Jersey, for example, last year, of the 50,000 entering freshmen who took the New Jersey college basic skills test, less than a third were proficient in verbal skills and basic math, and only 12 percent were proficient in elementary algebra.

Because of this inadequate preparation, colleges are now having to pass basic skills—they're having to teach basic skills.

Between 1975 and 1984, remedial mathematics courses in public 4-year colleges increased by 72 percent, and now those remedial courses constitute one-quarter of all mathematical courses taught in those institutions across the country.

So far, most of the important educational reforms that are being implemented across the country have not addressed directly the problems of the high school student who has not mastered basic skills.

Many States, including my own, have increased academic course requirements for graduation, and at last count 39 States have developed minimum competency tests for the purpose of remediation or promotion; in 19 States, passage of a test is a requirement for graduation.

I want to have no mistake here. I strongly support setting high standards for our students, but I'm also concerned, without sufficient support, the higher standards will discourage educational involvement for some students instead of inspiring greater effort.

Already the long-standing trend toward fewer students dropping out of high school has reversed itself. In other words, the high school dropout problem is an epidemic.

In some urban schools in this country, the dropout rate is higher than 50 percent, and that doesn't count the many students who are officially enrolled in school but who attend irregularly and hang on the edge of the playground or on the street corner.

Considering the frustration, discouragement, and humiliation that many students who cannot read experience, it's not a surprise to me that leaving school seems like an appealing alternative.

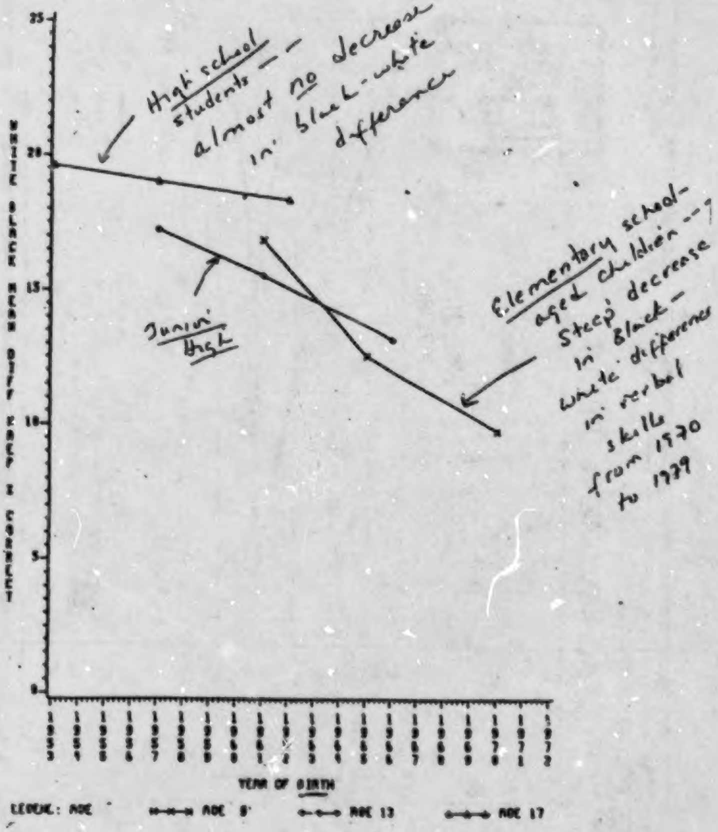
Throughout the country, considerable efforts are being made to provide remedial instruction to high school students who are achieving at low level. And I'd ask unanimous consent to put a few examples in the record at this time.

Mr. WILLIAMS. Without objection.

[The tables follow:]

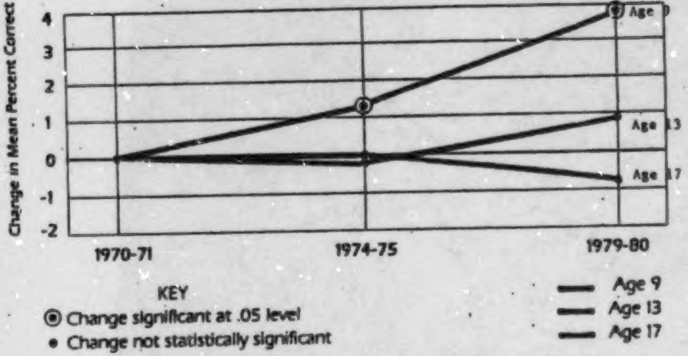
Exhibit 1

WHITE-BLACK MEAN DIFFERENCES, VERBAL SKILLS



ACHIEVEMENT TRENDS

Reading
1970-80



Senator **Bradley**. But all of these efforts to develop and disseminate basic skills training are grossly underfunded at the secondary level. I'm sure that you and the committee know these numbers better than I, but less than 5 percent of Federal compensatory education funds are currently spent at the high school level—less than 5 percent.

Now the hard work in this job of remedial education, and particularly remedial education at the high school level emphasizing basic skills—this has got to be done by the schools themselves, but I believe the Federal Government can and should support these local efforts by making sure that schools have access to information about approaches that work and by providing funds to help schools effectively implement these approaches.

Our experience with chapter 1 has shown that considerable achievement gains are made by disadvantaged children at the elementary school level when Federal funding is provided to assist schools in meeting these students' special needs.

For example, the disparity between the test scores between minority and white elementary schoolchildren was nearly cut in half in the 1970's, but gains in basic skills among high school, low-income minority youth have been minimal at best.

As another example, while reading achievement has significantly improved over the last decade for elementary schoolchildren, it has declined at the high school level.

I'm convinced that the same gains that we have seen at the elementary school level would result from an equivalent commitment to our Nation's high school students, and I propose that we make that commitment.

Well, clearly some schools are doing a great job in making sure that students master basic skills, and they deserve our praise. Some schools have been less successful. Some schools aren't doing a good job at all.

But I think what we need is to have access to the expertise others have developed, and all schools need the financial support to implement programmatic changes that will result in improved academic skills.

Mr. Chairman, I believe that the bill that is currently being discussed by the committee will help meet many of those needs, and I think it is a very important legislative item, and I would hope that we'd get action on both sides as soon as possible, and I thank the chairman for his willingness to hear the testimony.

[Prepared statement of Senator Bill Bradley follows:]

Prepared Statement of Hon. Bill Bradley, a U.S. Senator From the State of New Jersey

Mr. Chairman, I am pleased to testify today in support of H.R. 5749. This bill is a companion bill to one that I introduced in the Senate on March 13, 1984. I am delighted that this important legislation is simultaneously being considered in both the House and the Senate, and I am grateful to the Subcommittee on Elementary, Secondary and Vocation Education for holding these hearings.

Too many of the youth in this nation lack the basic skills necessary to live satisfying and productive lives. It is estimated that 23 million American adults and about 13% of all 17-year-olds have inadequate reading, writing, and comprehension skills for every-day functioning. Functional illiteracy among urban youth may run as high as 40%. Thus, a fair proportion of our youth have trouble reading a newspaper, a recipe, instructions on a package of prepared food, or filling out a job application.

Many lack the computational skills needed to balance a checkbook; imagine how intimidating a tax form must be. Some of these young people are in a position of defending our nation. The Department of Navy recent reported that one-quarter of its recruits cannot read at the ninth-grade level, the minimum required to read simple safety instructions.

Even among students who go on to college, there are many who have not fully mastered basic skills. In New Jersey last year, of over the 50,000 entering freshmen who took the New Jersey College Basic Skills Test, less than a third were proficient in verbal skills and basic math, and only 12% were proficient in elementary algebra.

Because of inadequate preparation, colleges are now having to teach basic skills. Between 1975 and 1980 remedial mathematics courses in public 14-year colleges increased by 72% and now constitute one quarter of all mathematical courses taught in those institutions.

Even with these remedial efforts, unless we help the students while they are in high school we reduce their chances of going on to further their education. According to a recent study by the American Council on Education, the number of black college students from families with incomes under $12,000 dropped more than 12% between 1969 and 1981.

So far most of the important educational reforms that are being implemented across the country have not addressed directly the problems of the high school student who has not mastered basic skills. Many states, including my own state of New Jersey, have increased academic course requirements for graduation; and at last count, 39 states have developed minimum competency tests for purposes of remediation or promotion. And in 19 states, passage of a test is a requirement for graduation. I strongly support setting high standards for our students. But I am also concerned that without sufficient support, the higher standards will discourage the educational involvement of some students, rather than inspire their greater effort. We could see an even greater rise in the number of students who drop out of schools, because they consider their prospects for meeting the standard too remote to keep trying.

Already the longstanding trend toward fewer students dropping out of high school has reversed itself. In some urban schools in this country, the drop-out rate is higher than 50%, and that does not count the many students who are officially enrolled in school, but attend irregularly. Considering the frustration, discouragement, and humiliation that many students who cannot read experience, it does not surprise me that leaving school seems like an appealing alternative.

Throughout the country considerable efforts are being made to provide remedial instruction to high school students who are achieving at a low level. In New Jersey, for example, a group of teachers in Middlesex County developed a comprehensive basic skills program designed to help teachers manage classrooms, evaluate students' skill levels, and plan educational programs to meet individual students' needs. Repeated evaluations of this program, Project Climb, show that it is successfully raising students' basic skill levels. The program is currently being disseminated to high schools in other states. But such efforts to develop and disseminate basic skills training are grossly underfunded at the secondary level. Less than 5% of federal compensatory education funds are currently spent at the high school level.

The hard work has to be done in the schools themselves. But I believe that the Federal Government can and should support local efforts by making sure that schools have access to information about approaches that work, and by providing funds to help schools effectively implement these approaches.

Our experience with Chapter 1 has shown us that considerable achievement gains are made by disadvantaged children at the elementary school level when federal funding is provided to assist schools in meeting these students' special needs the disparity in test scores between black and white elementary school children was nearly cut in half in the 1970s. But gains in basic skills among high school low income minority youth have been minimal, at best. As another example, while reading achievement has significantly improved over the last decade for elementary-school-age children, it has declined at the high school level. I am convinced that the same gains that we have seen at the elementary level would result from an equivalent commitment to our nation's high school students. I propose that we make that commitment.

Some schools are doing a great job in making sure that all students master basic skills. They deserve our praise. Some schools have been less successful. They need to have access to the expertise others have developed, and they need financial support to implement programmatic changes that will result in improved academic skills. I believe that the bill being discussed in these hearings will help meet these needs. Thank you.

Mr. **Williams**. Thank you very much, Senator.

Mr. Goodling.

Mr. **Goodling**. I want to thank the Senator for coming over to testify.

I don't know if the Lakers needed a Bill Bradley last night or not, but I'm glad they didn't have one.

Senator **Bradley**. Are you from Massachusetts?

Mr. **Goodling**. No; I'm from Pennsylvania, but I'm a Larry Bird fan.

Let me ask you three questions.

In some places, chapter 1 has been successful on the elementary/secondary level. If it has been successful, why wouldn't we use the same attack then on the secondary level? Why would we devise some new program for distribution of money or anything else? Why not just use the additional funds and earmark it for secondary level?

Senator **Bradley**. Well, I think that, first of all, it's a little different problem trying to provide remedial education for high school students as opposed to elementary students.

Second, there isn't a lot of information at this stage about what techniques actually work, and therefore I think that the approach that I've offered in the bill, which is to say, let's take a year or so, put some money out there to encourage innovative approaches, and then look at those innovative approaches, and then fund the remedial instruction at the high school level after those who had received that money had the benefit of those innovative approaches.

I'm saying that it's a little bit of a separate problem, and it needs a separate piece of legislation to deal with it.

As you know, there's nothing to prevent the school systems now from allocating money out of chapter 1 to high schools, but the fact is, only 5 percent has reached them, because I think the general consensus is it's better to reach a kid when he's, you know, 7, 8, 9, 10, 12, than it is to wait until high school. So the money has flowed into schools at the low grade levels, and it has been successful, but in the process we have seen emerge an even bigger problem, or a problem at least as serious, and that is the high school student, and we need a separate program, I think, to address that.

Mr. **Goodling**. I think my concern would be the distribution of money. I realize you're facing different problems.

You know, we have done—we've spent a great deal of money at the Federal, and especially State, and local government levels over the years on remedial reading for secondary students—a great deal of money.

We have not been very successful because, of course, once a youngster gets beyond second or third grade, it is very, very difficult to motivate that youngster. First of all, they're embarrassed about the problem; and, second, until they become adults and realize what it is they need, it's pretty difficult to motivate them.

My second concern is that one of the problems I have with what we have been doing ever since the national reports on excellence in education have come out is that in this committee we have been reporting legislation to the House floor like it's going out of style.

We have the American Defense Education Act, $8 to $10 billion; Emergency Math and Science Education Act, $425 million; Computer Literacy Act, $300 million; Computer Software Act, $15 million; and on, and on, and on; and we've got a dozen more that are going to be coming out of this committee.

There seems to be no comprehensive plan whatsoever. We just seem to be throwing a little bit at whatever we think the problem is, wherever it may be, and that really worries me. I think it's time that we stop and come up with some comprehensive program if, as a matter of fact, we're going to try to be a partner in improving our schools.

Is there any comprehensive plan on your side to try to deal with this problem? because we're certainly missing the boat on this side.

Senator **Bradley**. I could say that if we had a comprehensive plan, I'm not sure that everyone would like the price tag that would be attached to a comprehensive plan.

I would also say that we have a great reservoir of material, data, information about what works and what doesn't. The educational community has studied itself and has provided us with a lot of data on which, I think, we can make legitimate judgments about particular programs.

So while a comprehensive approach is at least one way to look at the problem, I'm not so sure it'd be any easier to get agreement on a comprehensive than it is addressing the specific problems that are so clearly documented.

Mr. **Goodling**. The problem is, of course, we're duplicating in almost every piece of legislation what we've done in another piece of legislation.

Senator **Bradley**. Well, I can't tell you what the committee as a whole has done. I would only say that in the areas that we've worked on in the Senate, we are responding to real needs.

If I could go back to your skepticism about a basic skills program at the high school level, I would bring to you personal experience and then hearing experience.

In our hearings that we have had in a number of places, it is very clear that in the cases where a high school dropout has been reclaimed, has not dropped out, or a poor performing student has improved, it has been the result of someone taking an interest in that child—in that particular kid.

That requires a structure in which that can happen—a guidance counselor, a special teacher, a remedial education teacher, a coach, or whatever.

In my own case, I have worked with kids in urban schools who were viewed as being beyond reach, and I've seen them respond. I've seen them respond from being a dropout to going on to college and go on and have some successful lives.

So I'm not willing to write off everyone above the age of 12 and say that unless we've gotten them together by the age of 12, we're not going to be able to reclaim, and they're not going to be productive members of society, and I really think that we have a responsibility now.

Your point might be well taken in the sense that we don't want to have endless series of complicated Federal programs that duplicate, but, frankly, I haven't seen much of that in the last couple of years, and I'm not so sure that everything that's passed over here is going to pass in the Senate, and I think that——

Mr. GOODLING. I would hope not.

Senator BRADLEY. And I think the bill that's before us now clearly meets a very serious need.

Mr. GOODLING. I might say that I bring a little experience to this problem also, having been a public school teacher and administrator for 23 years prior to my service in Congress.

Those horrible statistics you quoted in your testimony—what has been the cause to bring about those horrible statistics, and what is it that we're going to do differently that is going to change those statistics rather dramatically?

Senator BRADLEY. Well, you know, certainly I'm not going to say there's one thing that is the cause, because what you have—as someone who has had 23 years in the school system knows—is a very complex series of problems related to family, related to community, related to the school system itself, related to discipline, related to whether there are expectations made of students, and how well led the school is by the principal, and how motivated the teachers are. I mean you have a whole series of influences on the performance of a child.

I am simply saying—and I think that this bill makes the point, and I'll just make it once more—that the reason we have seen the improvement over ten years with chapter 1 at the elementary school level is because the money was expended and the special attention was granted, and we have seen dramatic improvement.

Now you might not—I would argue you could extrapolate from that and say, if you deal with the high school student, the same kind of attention could very well be productive in the long term.

This is not going to happen overnight. This is going to happen over a period of time, and it is a problem that I think is a national problem and therefore should be subject to national legislation, not to come in and dictate—that's the last thing that I want to do—and this bill is very flexible.

We don't tell a school what program they must institute in order to get the money. We simply say that we will give them the result of a year or two of innovative programs across the country, and they can then choose, or they can pick their own.

But at least they'll have the benefit of some experimentation in the field if they haven't developed how to reach the high school dropout.

So I would argue that essentially the same constants that exist in the elementary level and have led to improvement could also lead to improvement in the high school level.

Mr. GOODLING. And probably the funding the same way might also be successful.

Senator BRADLEY. Pardon.

Mr. GOODLING. Funding the same way as we do in chapter 1 might also be successful.

Senator BRADLEY. You mean the same amount?

Mr. GOODLING. No—the type of funding—the way we fund chapter 1—the formula for distribution.

Senator BRADLEY. Yes, yes.

Mr. **Goodling**. Because you're taking a totally different approach to the distribution of funds.

Senator **Bradley**. Yes.

Mr. **Goodling**. Thank you.

Mr. **Williams**. My committee colleague makes a good point, I think, as the Senator has conceded, on the matter of the necessity of the Congress catching its breath now and focusing a comprehensive approach to the needs of education. He and I made that same case a few months ago. In fact, we were visiting with Secretary Bell to make that case.

That doesn't mitigate against a discussion of new approaches to education, and that's what everyone understands we're about with regard to this legislation—is to begin the discussion, bring it into a national forum, and see not only what the Members of the House and Senate think about it, but also people around the country who are interested in education.

Senator, yesterday your delegation colleague, Congressman Florio, who was an original cosponsor on this legislation, was before us and spoke to the considerable unemployment in Camden and throughout much of the State, and indicated that in the past several years many teachers and administrators have spoken to him about the difficulty that students from low income or unemployed families are now experiencing in school.

As you know, that, too, is part of the purpose of this legislation, and that is to set a safety net under those students who, really, through no fault of their own, are caught in an economic spiral, which really harms their chances, extensively in some cases, of doing well in school.

As you move not only in Camden but throughout New Jersey, do you find a similar circumstance to that which Congressman Florio expressed yesterday, as I've described it to you?

Senator **Bradley**. Yes, Mr. Chairman. I mean it's a vicious cycle. There's no question, you know, poverty feeds lack of attention to educational skills, deterioration of the school system, et cetera.

I might say, though, that I don't know what Congressman Florio said, but Camden is a very special place when you look at the high school level—what they are doing there.

Camden High School not only has consistently the best basketball team in the State, which is frequently referred to but in this case is irrelevant, but they have a dynamic principal, who insists that everyone meet the standards—discipline. They have, I think, a terrific system with great schoolteachers, and they also have established a unique relationship with a major corporate citizen of the area.

It happened just by chance. There was the science teacher. RCA came to the school one day, and the teacher and the principal—who is a dynamic woman—said, "Why don't you do something for the school?"

And so they began a science project that resulted in the Camden High School students' science class sending ants into space and studying those ants, and in the course of a 2- to 3-year project, they saw enrollment in science classes in Camden High School more than double, and they also saw in the kind of esprit de corps of the school as great a pride in the science class' ants as they have had and continue to have in the basketball team.

From my perspective, that's the kind of good news that you get from high schools in cities like Camden. Along with the real need that you have expressed, which is that the cycle of poverty and poor performance on basic skills is there, you need attention, special attention, and resources devoted to overcome that. And that's what this bill does.

Mr. **Williams**. Well, we appreciate that example.

We understand, of course, that excellence on the court and academic achievement are not necessarily exclusive to each other, and so we're not surprised that Camden can turn out both good basketball players and scholars.

Well, we appreciate your being here. Thank you very much.

Senator **Bradley**. Thank you very much.

Mr. **Williams**. Mr. Hayes, do you have any questions of Senator Bradley?

Mr. **Hayes**. No, Mr. Chairman.

Mr. **Williams**. Thank you, Senator.

Senator **Bradley**. Mr. Chairman, thank you, and I thank the committee for their courtesy.

Mr. **Williams**. I'll ask the members of the panel to come forward: Gregory Anrig, Richard Heckert, and John Casteen.

Mr. Anrig is president of Educational Testing Service.

It's nice to see you here again, sir, and you may proceed.

STATEMENTS OF GREGORY ANRIG, PRESIDENT, EDUCATIONAL TESTING SERVICE; RICHARD HECKERT, VICE CHAIRMAN, DU PONT CO., PANEL CHAIR, HIGH SCHOOLS AND THE CHANGING WORKPLACE; JOHN CASTEEN, SECRETARY OF EDUCATION, STATE OF VIRGINIA, PANELIST, HIGH SCHOOLS AND THE CHANGING WORKPLACE

Mr. **Anrig**. Thank you, Mr. Chairman, and members of the committee, and your able staff. Good morning.

For the record, my name is Gregory Anrig. I'm president of Educational Testing Service, and with the Chair's permission, I'd like to submit written testimony for the record and then speak to my notes, if I may, in terms of a short presentation.

Mr. **Williams**. Without objection, your testimony and that of the other witnesses will be included in the record.

Mr. **Anrig**. Thank you, Mr. Chairman.

Mr. Chairman, my staff and I have developed that testimony in a way that it, hopefully, will complement the testimony received yesterday from Ted Sizer, which, as the Chair mentioned, was descriptive in nature, and I think in that light, very helpful.

We have gone the other route, which is to keep it statistical in nature, and I think if you put the two together, you'll find that they commend each other and hopefully will be helpful to the subcommittee.

I want to particularly recognize, Mr. Chairman, your efforts on this bill in bringing before the Congress an issue that needs to be addressed and needs to be looked at, and while we all are realistic and realize it's not going to happen overnight, it's important that the discussion begin, and I'd like to commend you for doing that and also recognize that Senator Bradley, the distinguished Senator from New Jersey, where Educational Testing Service is located, is a sponsor of a similar bill in the Senate, and that you have the support of six members of the New Jersey delegation.

So I just want to give a plug for New Jersey, since recently it has been receiving some other kind of comments.

My testimony today, Mr. Chairman, is not only as president of Educational Testing Service, but like you and Congressman Goodling, I've been an educator all of my life. I've been a teacher, and a principal, and a superintendent; I've been a Federal official; and for 8½ years before coming to Educational Testing Service, was commissioner of education in Massachusetts. So my perspective on your bill is from that experience, not just from Educational Testing Service.

I think House bill 5749 addresses a very important and immediate need in American education. I feel that for three reasons.

First, as Senator Bradley has said, the education gap that all of us are aware of, between youngsters who have benefits that show up in education and those who are disadvantaged, whether because of poverty, or minority background, or whatever the situation—that that education gap still exists, and it is most extreme at the high school level.

In fact, as the written testimony will indicate, there is some evidence to indicate that that gap not only is not narrowing and is not staying the same but is perhaps widening.

So the problem is there, and it is getting worse, and we ought to do something about it.

Second, as the Senator referred, there is evidence that despite a period of steady progress since World War II in holding on to youngsters until high school graduation, that, for the first time since World War II, we see evidence that the dropout rate is increasing.

I think this is an extremely important red flag to see and that we need to recognize it faster before letting youngsters head off the end of that precipice, I think, in terms of their opportunities for the future.

I think this is the downside of the overall positive effort to heighten standards of education in the United States, and I think it's important for us to see that as we try to heighten standards on the one side, we may be pushing some youngsters out of school on the other, and your bill, I think, directly addresses that issue.

Third, the issue of youth unemployment is well known to this committee and has been very, I think, importantly addressed by Mr. Heckert in the National Academy of Sciences in the panel report on secondary education for the changing workplace.

I think the way to get at youth unemployment is not through retraining programs but through proper education, and I want to applaud the report of the Panel on Secondary Education for the Changing Workplace and commend it to the committee's attention.

With regard to the bill itself, there may be specifics in it that cause any one of us trouble. The important thing is, it raises an issue and focuses attention on an instructional problem that needs to be addressed, and I commend it for that.

The strengths of the bill, as I see it, are, first, that it builds on a program of compensatory education in the basic skills that over time has been successful.

Title I has worked, it has worked well, and this bill builds upon that tradition.

Second, it focuses on educationally disadvantaged students ages 12 to 17. That's an age group that has largely not benefited from compensatory education programs at the secondary school level.

As Senator Bradley said, less than 5 percent of all the title I funds that have gone for compensatory education end up at the secondary school level that is addressed by this bill.

Third, you have built into the bill an evaluation component that I think is very important. From the very beginning, you're saying it's important to find out whether the bill works.

Fourth, it provides support to students and to teachers to help them succeed at a time that standards are going up.

One of the concerns I have about the standards, as I've already mentioned, is that it will help people fail. We've got to help people meet those higher standards. That requires positive support such as this bill proposes.

Now there are some concerns that I have about the bill itself, but I want to be sure to say that I recognize that the Chair has advanced this bill as a way of opening up a discussion, and I know that he is realistic, as the committee certainly is, in its chances for passage in this particular session, but it is important to start the discussion.

As that discussion progresses, I would hope that the Chair and the committee would consider some modifications to the bill in its form, and to any extent that I can be of use to you in commenting on that, I would be happy to do so.

There are four particular areas that you should consider, I think. The first is the issue raised by Congressman Goodling about the separate mechanism for administering the bill, and I'd be glad to come back to that, if you wish to, in the questioning.

The second is the whole question of, at the Federal level, trying to administer a program of grants; third, the makeup of the National Secondary School Basic Skills Panel itself; and, fourth, the 2-year condition on improving performance or decreasing dropout rates.

But I see those as minor issues compared to the overall purpose of the bill and the direction in which you are attempting to head, and I don't in any way want to detract from that overall direction.

Now why should the Federal Government do this? I think it's the Federal Government's responsibility. The Federal role in education, among other things, is to identify areas of national concern and national need.

The performance of secondary school students is an issue of national concern and need. Underlying the current ferment for educational reform is the public's concern about economic insecurity at home and economic competition abroad.

This bill, in my judgment, addresses the need to strengthen the human resources of this country, and for that reason it is appropriate at the Federal level.

Second, title I has demonstrated that such programs work and that State actions will be influenced by Federal leadership; and, third, we need to go down a dual instructional path—preventative and remedial.

At a time that we are heightening standards, we need to help youngsters succeed in meeting those standards. That means they need the kind of support that this bill proposes.

Mr. Chairman, I'd be glad to respond to any questions after you—if you wish, wish the other speakers to address you.

Thank you, Mr. Chairman.

[Prepared statement of Gregory R. Anrig follows:]

PREPARED STATEMENT OF GREGORY R. ANRIG, PRESIDENT, EDUCATION TESTING SERVICE

Mr. Chairman and members of the Subcommittee, I am Gregory R. Anrig, President of Education Testing Service. I am delighted to be here today and to comment on H.R. 5749, the Secondary School Basic Skills Act. I want to say at the outset that I am committed to the provision of compensatory education to disadvantaged students at all grade levels and am pleased by the interest of the Committee in calling attention to the needs of those at the junior and senior high school level.

I want to mention first that I am honored to testify on a matter that is supported by the senior Senator from New Jersey, Senator Bill Bradley, as well as Representative Pat Williams and others. I am particularly gratified that there is strong support for this measure from many members of the New Jersey Congressional delegation, including Representatives James Florio, Robert Torricelli, Joseph Minish, Robert Roe, Peter Rodino, and Chris Smith, in whose district ETS is located.

We as a nation have made great strides in the provision of equal education opportunities for all citizens. The federal government in general, and this subcommittee in particular, can take great credit for helping expand access to quality education for students from low-income and minority background. But while the evidence I will present this morning indicates that we have come a long way, much remains to be done for these students at the secondary school level.

I want to share with you today some extremely compelling evidence from several sources of test and other data of a disturbing decline in recent years in the progress of high school students in math and reading, or what we often term the basic skills. This decline is particularly pronounced among those who are economically disadvantaged. These data argue for special assistance for this group of students.

First, however, I would like to compliment the outstanding work of the Panel on secondary School Education for the Changing Workplace. I have read its report with interest. Of particular interest to me is the documentation in Appendix B of studies showing the relationship of basic skills to job performance. I would like to share with the Subcommittee and the Panel some new research results which are just now being compiled at ETS and which will add to the evidence of this strong relationship and to the importance of the later high school years to the development of basic skills.

A study we are conducting for the National Institute of Education, the findings of which are not yet published, shows the consistently significant effect of reading on later vocational success of youth. From data originally collected under U.S. Department of Labor sponsorship on youths aged 16 to 21, 775 people from over 70 job training program sites across the country were followed up after three years.

These findings show that the level of reading at entry into the demonstration job training projects had a statistically significant effect on their subsequent wages, the number of hours worked over the three-year period, the complexity level of their current job, their attainment of higher levels of education, and the number of months spent in training or education programs. Even when we took into account background characteristics such as sex, race, educational level and the youth unemployment rate in their region, entry reading level remained a powerful factor. (These findings will appear shortly in a final reort entitled Factors Affecting Job Search and Employment Outcomes for Youth by Ruth Ekstrom, Norman Freeberg, and Donald Rock at ETS.)

Additional findings showing the importance of the final high school years to the development of job skills have also just come to our attention. ETS's JobTAP program, a new program developed by ETS to match unemployed persons with training programs under th Job Training and Partnership Act, has just been field tested.

The JobTAP program involves an assessment battery of seven tests. Approximately 1,200 persons participated in the field test, ranging from youths in their late teens to 35-year-old adults who wer seeking work. The seven tests measured abilities generally believed necessary for good job performance: speed and accuracy in basic work skills, spatial ability, ability to perform simple calculations and arithmetic problems, verbal ability (including understanding work manuals and applying information from work manuals), and engaging in complex analytical processes.

We grouped the scores of these individuals according to their highest level of educational attainment and found, as expected, that those with higher scores had reached higher grade levels in school. However, we discovered a large jump in this increase when we compared those who had completed the 11th or 12th grades with those only completing 9th–10th. Those who had dropped out at the end of junior high or at the beginning of high school scored significantly lower on every task when compared to those who had remained in school. These findings document the importance of the later high school years to the development of basic skills that will be crucial in the job market.

These findings add to the already substantial record of evidence on the importance of basic skills to employment and also illustrate the importance of the senior high school years to the acquisition of those skills, especially for those who are educationally disadvantaged.

Let me now offer to the Subcommittee a kind of nationwide "report card" on the educational performance of secondary school students, and in particular, economically disadvantaged secondary school student, gathered from sources of data available to ETS.

ACHIEVEMENT OF SECONDARY SCHOOL STUDENTS IN GENERAL

Findings from the Congressionally mandated National Assessment of Educational Progress (NAEP), in which 9-, 13-, and 17-year-olds are regularly tested show that the educational achievement of 17-year-old students had declined from the early '70s in *every* basic skills area.

As shown on Chart A, although reading scores for 9-year-olds increased significantly between 1970 and 1980, and those of 13-year-olds increased modestly, the scores of 17-year-olds actually declined.

Similarly, Chart B illustrates that the mathematics scores of 17-year-olds declined consistently during the ten-year period from 1972–1982, in contrast to those of 13-year-olds, who show a marked increase from 1977–82.

About 30% of the nation's high school students take college admissions tests, generally the Scholastic Aptitude Test (SAT) or the American College Test (ACT). As has been widely reported, SAT scores have declined for almost twenty years. Average scores on the verbal portion dropped from 478 in 1963 to 425 in 1983. Math scores also showed a marked, although lesser decline, from 502 to 468 in the same time period. The combined mean ACT score dropped from 19.9 in 1970 to 18.4 in 1982. Despite encouraging improvement in SAT scores since 1981, we still have a long distance to go in catching up to pre-1963 performance levels.

ACHIEVEMENT OF DISADVANTAGED STUDENTS: THE GAP REMAINS FOR 17-YEAR-OLDS

Low-achieving students are the individuals that would be the primary recipients of a secondary school compensatory education program, so let's look at how they are doing. NAEP findings indicate that many low-achievers have made significant gains in reading, math and science over the last decade. Those large gains, however, did not occur for senior high school students. In fact, for 17-year-old lower- (or even higher-) achievers, the record is discouraging. I know Archie Lapointe, ETS's NAEP Director, shared these charts with you earlier, but I wanted to bring them back today for a second look in the context of H.R. 5749. Please note carefully: Chart C shows that in reading, the performance of both low- and high-achieving 17-year-olds declined. By contract, 13-year-olds in both groups show improvement. In mathematics, the 17-year-old lower-achievers made small gains, but the high-achievers fell further behind. Math gains were shown by both low- and high-achieving 9- and 13-year-olds, with those by the 13-year-old lower-achievers being particularly dramatic.

A relevant comparison from the NAEP data is score gains from 1971–1980 of students from disadvantaged urban schools compared with those from advantaged urban schools. (Chart D.) Disadvantaged urban schools are schools in urban areas with a high proportion of residents on welfare or not regularly employed. They are quite similiar to Chapter 1 schools. Urban advantaged schools are those in urban areas with a high proportion of residents in managerial or professional positions. Note that positive gains in reading were found for both 9- and 13-year-olds attending both disadvantaged and advantaged urban schools, but losses occurred for 17-year-olds in both types of schools.

In addition to noting changes in scores for the junior and senior high school disadvantaged urban population, we must also examine actual scores with those of the advantaged urban group. The previous chart points out not only losses, but the considerable remaining differences in scores between the students from advantaged urban schools groups and disadvantaged urban schools. Although the declining differences between the two groups among the 9- and 13-year-olds is heartening, it is distressing to see that there is no narrowing of the gap among the 17-year-old group. A fifteen point difference existed in 1971 and also in 1980, and in 1980 the mean percent correct actually had declined two points for both groups.

Preliminary findings from a study now in progress at ETS, in fact, provide evidence of a current widening of the gap during high school in the scores of students of low socioeconomic status versus those with high socioeconomic status. A national sample of high school sophomores in 1980 was followed up in 1982 when they were seniors. Data comparing the change in scores of the lowest third in terms of their familes' socioeconomic status with those of the highest third, show the following: The reading scores of the higher group increased one and one-half times that of the lower. In mathematics, the higher socioeconomic group gained four times as much as the lower from sophomore to senior year. (See Chart E.)

These data, from the High School and Beyond survey sponsored by the National Center for Education Statistics, are very current and are particularly pertinent to this discussion. They concern the age and economic status groups targeted in H.R. 5749 and are longitudinal, thus reflecting change over time for the same students. These data constitute a national systematic sample of approximately 23,000 sophomores tested in 1980 who were subsequently tested when they were seniors in 1982.

We know that there are many Black and Hispanic youngsters in disadvantaged urban schools, so let's look at the progress of these groups. There is good news for Black students at younger ages tested in reading by the National Assessment, as noted on Chart F. Although Whites still do score higher, the gap has diminished by nearly one-half among the 9-year-olds, and by over one third among the 13-year-olds. Among the 17-year-olds (juniors and seniors) tested by NAEP, however, there was no progress in closing the Black/White gap between 1971 and 1980, and the gap was greater than that for any other age group.

A comparison of the reading and math scores of Blacks and Whites and Hispanics and Whites in the High School and Beyond study just cited (See Chart E) also revealed growing discrepancies, although not as large as that by socioeconomic level. I should point out that students in these statistics are those who made it to the senior year. Those who already had dropped out obviously were not included. I find these results, which were just brought to my attention last week, most disturbing.

I don't want to suggest that there are no bright spots to encourage your important efforts. The recent and much heralded turnaround in declining SAT scores is the result in large part of improved performance by Black students on this national college admissions test. Black mean scores on the SAT improved 7 points on the verbal part of the test and 15 points on the math between 1976 and 1983. The Black/White gap in SAT scores in narrowing significantly: in a seven-year period (1976 to 1983), mean score differences on the SAT between all students and Black students were reduced by 13 percent on the verbal and 16 percent on the mathematical portion. On the more difficult College Board Achievement Tests, average scores for Black students increased 34 points compared to a decline of one point for all students.

SAT scores of Mexican-Americans have also improved in the past several years, the most notable change being a 15-point increase in math over five years from 1978–83 while the national mean remained unchanged. Likewise, overall Puerto Ricans students' SAT means made a significant 15-point leap from 1979–82, although their verbal scores declined slightly in 1983.

What seems to me to be happening is that the economically and educationally disadvantaged elementary students who have been the primary targets of compensatory education programs, both federal and state, have made a dramatic improvement over the last ten years. As for the Black and certain Hispanic student populations, those who have stayed in school, who have college plans and are taking national admissions tests, are significantly narrowing the gap with Whites in educational achievement.

Disadvantaged secondary school students, on the other hand, received vocational and manpower development kinds of programs (authorized by the Vocational Education Act, and the Manpower Development and Training Act, and its successor, the Comprehensive Employment and Training Act). Their emphasis was to keep young teenagers in school and to provide a vocational/technical curriculum to prepare them for jobs in skilled trade areas. Training in reading and math generally was not the primary focus of these efforts, because technical skills were believed to be more important for employment.

We know now from the Panel on Secondary School Education for the Changing Workplace that "the schools' primary responsibility is to provide the core competencies and that other goals, whatever their merit, must come second."

In these days of educational reform, we are experiencing nationwide ferment in pursuit of higher quality in education. Dozens of states now have minimum competency tests in basic skill areas. Eighteen of those states require passing scores for graduation. More states appear to be following suit. Testing, however, is not enough. In fact, tightening standards by simply imposing stiffer test requirements may be a quick way to lose the disadvantaged youth we have worked so hard to retain in school. Supportive, remedial basic skills training should be a companion to State-required minimum competency programs.

I believe that the Congress can point the way toward remedial assistance for disadvantaged youth at the secondary school level. The data we have discussed today supports the need for action at the high school level. If we truly want to encourage states to tighten their educational standards, then we must also help students to meet those higher standards.

The Federal Government initiated compensatory education in the 1960s to prevent disadvantaged children from falling behind in school. There has been progress. The country's schools need to continue along a dual instructional path—prevention and remediation. We must continue to provide treatment to cure the dread disease of unequal educational opportunity until the time—hopefully not far off—that we can eradicate its root cause. The initiative reflected in H.R. 5749 is the kind of help that schools and students need. I wish you well with your worthy efforts.

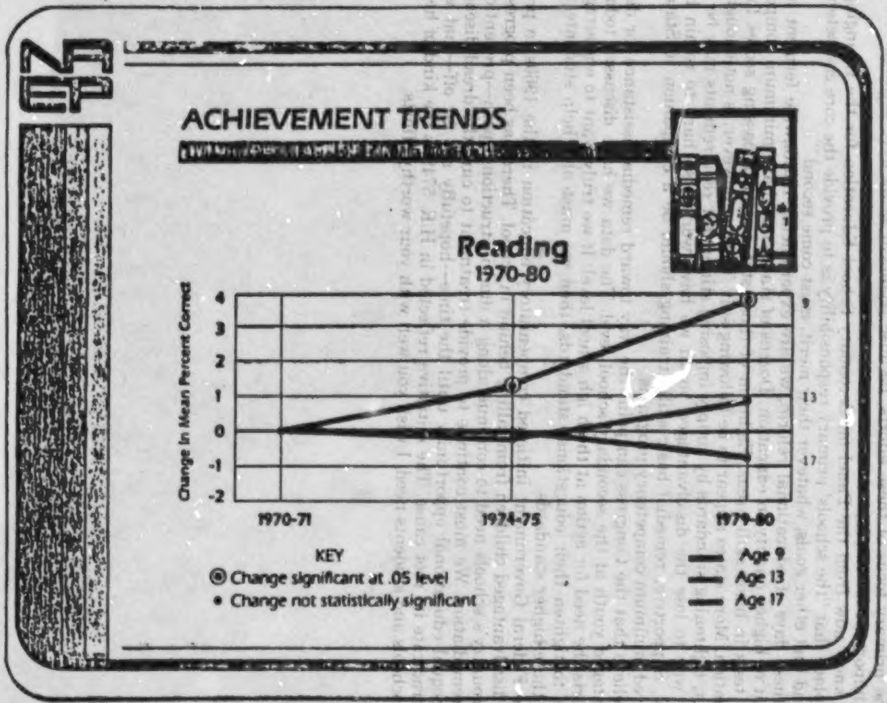
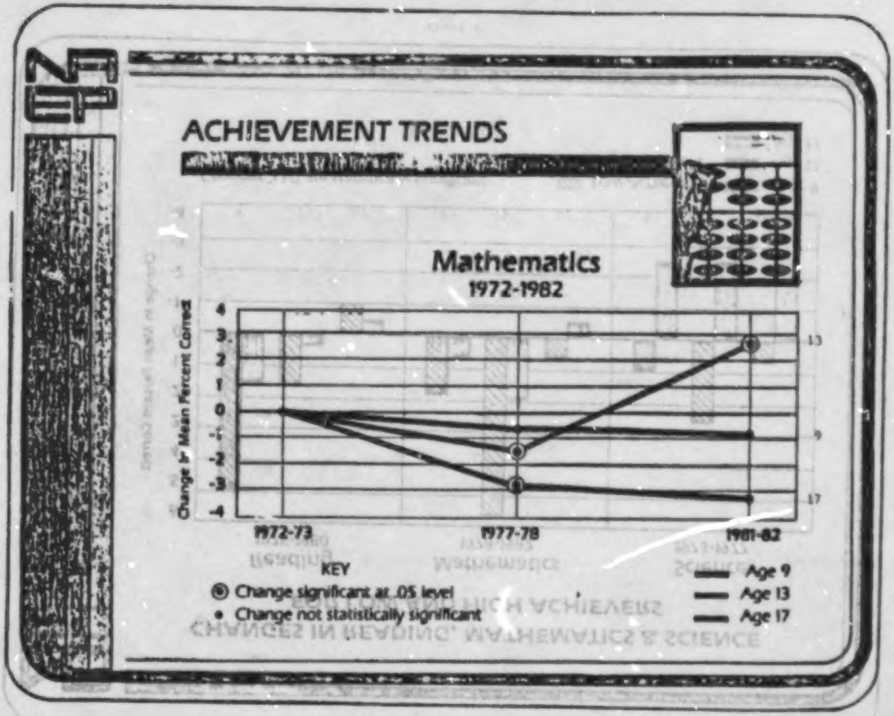

NAEP
ACHIEVEMENT TRENDS
Reading
1970-80
Change In Mean Percent Correct
4
3
2
1
0
-1
-2
1970-71
1974-75
1979-80
9
13
17
KEY
◎ Change significant at .05 level
• Change not statistically significant
Age 9
Age 13
Age 17

Chart A



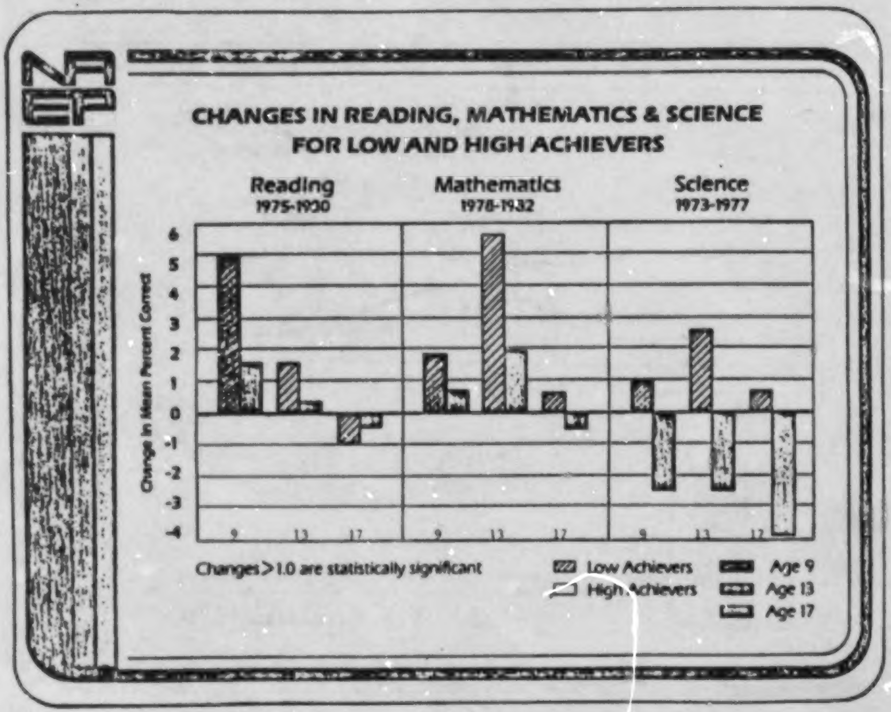
ACHIEVEMENT TRENDS

Mathematics
1972-1982

KEY

- ⦿ Change significant at .05 level
- • Change not statistically significant

Age 9
Age 13
Age 17



Changes > 1.0 are statistically significant

Chart C

Chart D.

CHANGES IN NATIONAL ASSESSMENT OF EDUCATIONAL PROGRESS READING SCORES, BY TYPE OF SCHOOL (1971-1980)

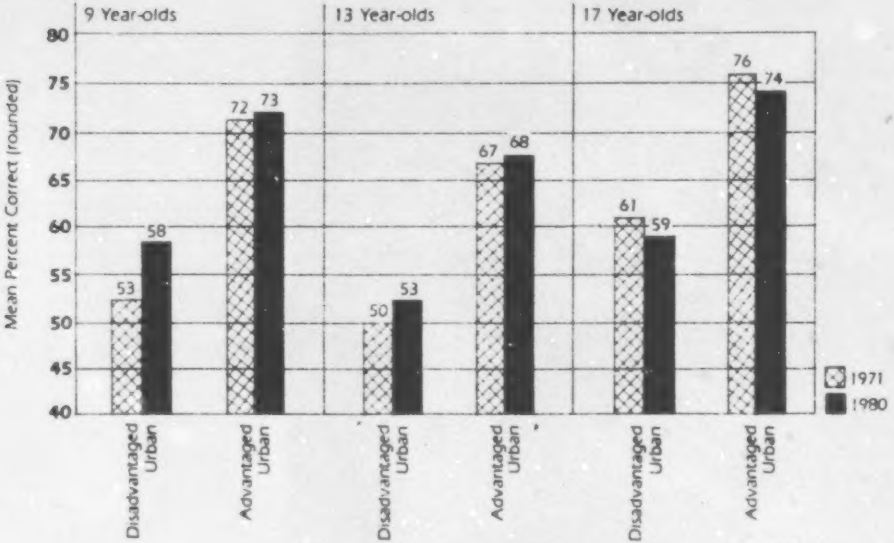


CHART E.

HIGH SCHOOL AND BEYOND

READING

	Sophomores 1980	Seniors 1982	Gain/ (Loss)
High SES	9.2	10.7	1.5
Low SES	5.0	6.0	1.0
SES Gap	4.2	4.7	.5
White	7.9	9.2	1.3
Black	4.4	5.4	1.0
Black/White Gap	3.5	3.8	.3
White	7.9	9.2	1.3
Hispanic	4.3	5.4	1.1
Hispanic/White Gap	3.6	3.8	.2

MATHEMATICS

	Sophomores 1980	Seniors 1982	Gain/ (Loss)
High SES	18.1	20.9	2.8
Low SES	8.4	9.1	.7
SES Gap	9.7	11.8	2.1
White	15.1	16.8	1.7
Black	6.4	7.6	1.2
Black/White Gap	8.7	9.2	.5
White	14.1	16.8	1.7
Hispanic	7.6	8.4	.8
Hispanic/White Gap	6.5	8.4	.9

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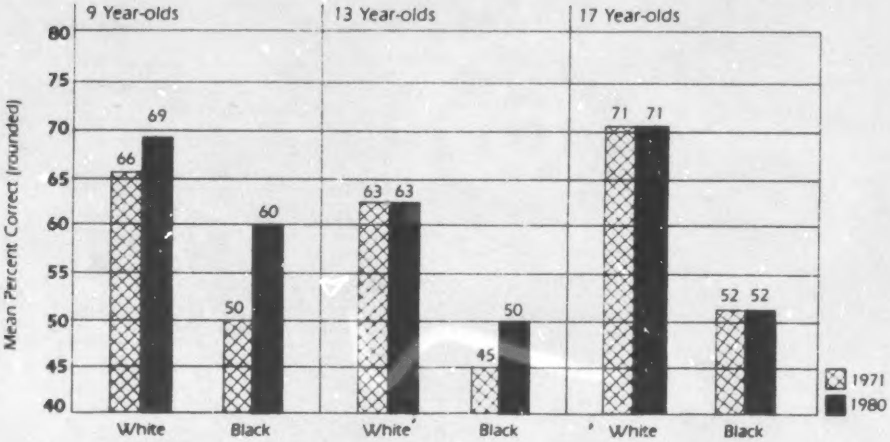
Chart F.

CHANGES IN NATIONAL ASSESSMENT OF EDUCATIONAL PROGRESS READING SCORES, BY ETHNIC GROUPS (1971-1980)



Mr. WILLIAMS. Thank you very much, Mr. Anrig.

Our next witness is Mr. Richard Heckert, who is vice chairman and chief operating officer of Du Pont operations and also one of the authors of a report entitled "High Schools and the Changing Workplace: An Employer's View," a report, I might say, Mr. Heckert, which was very helpful to this committee.

We look forward to your testimony.

Mr. HECKERT. Thank you, Mr. Chairman.

You've given the first paragraph of my comments.

With me today is Dr. John Casteen, a member of our panel and secretary of education for the Commonwealth of Virginia. The list of other panel members is attached to the prepared statement.

The panel is part of a joint effort by the National Academy of Sciences, the National Academy of Engineering, and the Institute of Medicine.

I want to thank you for the opportunity to be with you this morning. I believe there are very similar aspects to the findings by our panel and the intent of H.R. 5749 entitled "Secondary Schools Basic Skills Act." Copies of our report have been made available to members of this subcommittee.

I intend to draw on our report today and to share with this committee some insights on a problem which seriously concerns many in business, education, and government; that is, the difficulty so many high school graduates find in adapting to the needs of the workplace.

Dr. Casteen of our panel will provide further information on our report and also comment on the bill.

To begin, let me emphasize that our report had a narrow purpose. It was to answer the question, what do employers need in the high school graduates they hire?

High school graduates who do not go on to college are the largest segment of the U.S. work force. Yet too little attention has been paid to many important skills graduates should have if they are to reach their potential in the workplace and in life.

We approach the issue from the perspective of private business and public institutions that employ high school graduates. Our panel represented many types of public and private employers, labor, academia, and government, and of course we had the counsel of experienced educators from the State and the local levels.

One general conclusion we reached is reassuring. The structural changes we can foresee in the workplace need not overwhelm the capabilities of our future work force.

When we looked 10 to 15 years into the future, we concluded that a majority of workers will be earning their living in a job environment which will be more like today's than unlike it. The changes we foresee are more evolutionary than revolutionary.

This is not to deny that particular individuals, companies, and even whole industries will experience unpleasant and sometimes sudden shocks in the future. Some dislocations have occurred, and more most certainly will take place.

But looking at the U.S. workplace as a whole, we can expect that change will be gradual. This will give workers the time to acquire the new knowledge and the new skills that they will need throughout their working lives. They will acquire those skills, that is, if they have the ability to learn.

Our recipe for ensuring this vital adaptability is both simple and familiar: All high school students need a set of basic intellectual skills, or core competencies. These include the ability to read, to write, to reason, compute, and to fit into the work environment.

These basic skills are necessary not just for those bound for college but for graduates who will immediately move into the job market.

It is precisely in the basic intellectual skills, however, that so many of today's young employees show the greatest deficiencies. We know this not only from our own individual experiences; recent employer surveys indicated widespread dissatisfaction with the quality of the education high school graduates receive.

Congressman Williams has pointed to data indicating that the educational achievements of high school students have fallen steadily since the early 1970's.

Schools can and must teach students the basic skills which will enable them to meet the specific demands of the individual workplace. A young person who can read well and compute accurately can easily learn the particular skills required by a given employer.

We identified a number of core competencies we consider essential. Skills are transferrable. They are vital to almost every job except at the very bottom of the ladder, and, most importantly, they are essential to adaptability and thus to upward mobility.

Our list included the following: a command of the English language; the ability to reason, solve problems, and understand the consequences of alternative courses of action; the ability to write and speak in a clear and concise manner with correct grammar; the ability to understand and apply basic mathematics at least through elementary algebra; a knowledge of the basic principles of the physical and biological sciences and modern technology, including an acquaintance with computers; a knowledge of how American society and its economy function; a set of positive personal attitudes and habits; a knowledge of behavior appropriate to the workplace; and a capacity to deal constructively and effectively with others.

Let me stress that these core competencies are desired goals. They are by no means instantly or even universally achievable. Nevertheless, society would deny itself if it did not take every reasonable step to bring as many students as possible up to these standards.

Neither the goals nor the logic behind them are new. They are familiar, some might say even old fashioned. Indeed, many educators might say that these competencies already are embedded in high school curricula. In many schools, that may be true.

However, the difficulty is that nationally we are not meeting enough of these goals with enough success in enough students. From the employer's perspective, too many graduates leave high school without a sufficient command of these skills.

Our panel has not pinpointed the causes of such shortcomings. We do emphasize that the problems do not stem from the educational system alone.

The problems and the responsibility for their solution must be shared by parents, legislators, government administrators, employers, and the community at large. Our panel urged that all these groups should work together to strengthen the bridges between school and the workplace. These partnerships, together with clear goals, are essential.

For one thing, this will help ensure that the solutions which are agreed upon will have the broadest possible support. Without that support, those solutions may never move out of the realm of theory and be implemented in the classroom.

Mr. Chairman, this concludes my prepared testimony. Again, let me thank you for offering me the opportunity to meet with you this morning on behalf of our panel.

I'd be very happy to respond to your questions. However, you may wish to hear first from D. Casteen. Then we can both respond to your questions on the report and the bill before you.

Thank you.

[Prepared statement of Richard E. Heckert follows:]

PREPARED STATEMENT OF RICHARD E. HECKERT, CHAIRMAN, PANEL ON SECONDARY SCHOOL EDUCATION FOR THE CHANGING WORKPLACE, NATIONAL ACADEMY OF SCIENCES, NATIONAL ACADEMY OF ENGINEERING, AND INSTITUTE OF MEDICINE

Mr. Chairman, members of this subcommittee. My name is Richard E. Heckert, and I am vice chairman of the Du Pont Company. I am here this morning as chairman of a panel which has just issued a report entitled: High Schools and the Changing Workplace. With me today is Dr. John Casteen, a member of our panel and Secretary of Education of the Commonwealth of Virginia. A list of panel members is attached to this prepared statement.

The panel was part of a joint effort by the National Academy of Sciences, the National Academy of Engineering, and the Institute of Medicine.

I want to thank you for the opportunity to be with you this morning. I believe there are similar aspects to the findings by our panel and the intent of H.R. 5749, entitled the Secondary Schools Basic Skills Act. Copies of our report have been made available to members of this subcommittee.

I intend to draw on our report today and to share with this committee some insights on a problem which seriously concerns many in business, education and government. That is, the difficulty so many high school graduates find in adapting to the needs of the workplace.

Dr. Casteen of our panel will provide further information on our report and also comment on the bill.

To begin, let me emphasize that our report had a narrow purpose. It was to answer the question: What do employers need in the high school graduates they hire?

High school graduates who do not go on to college are the largest segment of the U.S. work force. Yet, too little attention has been paid to many important skills graduates should have if they are to reach their potential in the workplace and life.

We approached the issue from the perspective of private business and public institutions that employ high school graduates. Our panel represented many types of public and private employers, labor, academia and government. And of course we had the counsel of experienced eduators from the state and local levels.

One general conclusion we reached is reassuring. The structural changes we can foresee in the workplace need not overwhelm the capabilities of our future work force.

When we looked 10 to 15 years in the future, we concluded that a majority of workers will be earning their livings in a job environment which will be more like today's than unlike it. That changes we foresee are more evolutionary than revolutionary.

This is not to deny that particular individuals, companies and even whole industries will experience unpleasant and sometimes sudden shocks in the future. Some dislocations have occurred and more most certainly will take place.

But looking at the U.S. workplace as a whole, we can expect that change will be gradual. This will give workers the time to acquire the new knowledge and skills they will need through their working lives. They will acquire those skills, that is, if they have the ability to learn them.

Our recipe for ensuring this vital adaptability is both simple and familiar: All high school students need a set of basic intellectual skills, or core competencies. These include the ability to read, write, reason, compute and to fit into the work environment.

These basic skills are necessary not just for those bound for college but for graduates who will immediately move into the job market.

It is precisely in the basic intellectual skills, however, that so many of today's young employees show the greatest deficiencies. We know this not only from our own experiences. Recent employer surveys indicated widespread dissatisfaction with the quality of the education high school graduates receive.

Congressman Williams had pointed to data indicating that the educational achievements of high school students have fallen steadily since the early 1970's.

Schools can—and must—teach students the basic skills which will enable them to meet the specific demands of the individual workplace. A young person who can read well and compute accurately can learn the particular skills required by a given employer.

We identified a number of core competencies we consider essential. They are vital to almost every job except those at the very bottom of the ladder. And, most importantly, they are essential to adaptability and thus upward mobility. Our list included the following:

1. A command of the English language.
2. The ability to reason, solve problems, and understand the consequences of alternative courses of action.
3. The ability to read, comprehend, and interpret written materials.
4. The ability to write and speak in a clear and concise manner with correct grammar.
5. The ability to understand and apply basic mathematics, at least through elementary algebra.
6. A knowledge of the basic principles of the physical and biological sciences and modern technology, including an acquaintance with computers.
7. A knowledge of how American society and its economy function.
8. A set of positive personal attitudes and habits.
9. A knowledge of behavior appropriate to the workplace and a capacity to deal constructively and effectively with others.

Let me stress that these core competencies are desired goals. They are by no means instantly or even universally achievable.

Nevertheless, society would deny itself if it did not take every reasonable step to bring as many students as possible up to these standards.

Neither the goals nor the logic behind them are new. They are familiar, even old-fashioned. Indeed, many educators might say that these competencies already are embedded in high school curricula. In many schools, that may be true.

However, the difficulty is that nationally we are not meeting enough of these goals with enough success in enough students. From the employers' perspective, too many graduates leave high school without a sufficient command of these skills.

Our panel has not pinpointed the causes of such shortcomings. We do emphasize that the problems do not stem from the educational system alone.

The problems, and the responsibility for their solution, must be shared by parents, legislators, governmental administrators, employers and the community at large.

Our panel urged all these groups to work together to strengthen the bridges between school and the workplace. These partnerships, together with clear goals, are essential. For one thing, this will help insure that the solutions which are agreed upon will have the broadest possible support. Without that support, those solutions may never move out of the realm of theory and be implemented in the classrooms.

Mr. Chairman, this concludes my prepared testimony. Again, let me thank you, on behalf of our panel, for offering me the opportunity to meet with you this morning. I would be happy to respond to your questions. However, you may wish to hear first from Dr. Casteen. Then we both can respond to your questions on our report and on the bill before you.

Thank you.

PANEL MEMBERS

Richard E. Heckert, Vice Chairman and Chief Operations Officer, E.I. Dupont De Nemours and Company (Chairman).

John T. Casteen III, Secretary of Education, State of Virginia, Richmond, Virginia.

Loretta Cornelius, Deputy Director, Office of Personnel Management, Washington, D.C.

William J. Dennis, Director of Research, National Federation of Independent Business, Inc., Washington, D.C.

Rosalyn Franta, Vice President, Nutrition and Chemistry, Kellogg Company, Battle Creek, Michigan.

Ronald Kutscher, Associate Commissioner, Office of Economic Growth and Employment Projects, Bureau of Labor Statistics, Washington, D.C.

Henry M. Levin, Director, Institute for Research on Education, Finance and Governance, Stanford University, School of Education, Stanford, California.

Aubrey C. Lewis, Vice President, Personnel and Governmental Affairs, F.W. Woolworth, New York, New York.

Sherman McCoy, Deputy Executive Director and Chief Operating Officer, D.C. General Hospital, Washington, D.C.

Richard H. Neumann, Deputy Manager of Personnel, Bechtel Group, Inc., San Francisco, California.

Margaret Roberts, Director, Research Planning Services Office, Ford Motor Company, Dearborn, Michigan.

Markley Roberts, Economist, Department of Economic Research, AFL-CIO, Washington, D.C.

Frederick A. Roesch, Senior Vice President for Personnel, Citibank, N.A., New York, New York.

Fred S. Rodriguez, Manager of Personnel, Ground Systems Group, Hughes Aircraft Company, Fullerton, California.

G. Thomas Sicilia, Director, Accession Policy, Department of Defense, The Pentagon, Washington, D.C.

William P. Steinberger, Vice President, Vocational Education Services, Control Data Corporation, Minneapolis, Minnesota.

Mary L. Tenopyr, Division Manager, Human Resources Employment Research and Development, American Telephone and Telegraph, Basking Ridge, New Jersey.

David C. Thomas, Director of Member Services, Milk Marketing, Inc., Stronsville, Ohio.

Rita Walters, Board Member, Los Angeles Unified School District, Los Angeles, California.

Charles Wilson, Superintendent, Community School District #2, New York, New York.

Mr. WILLIAMS. Thank you very much, Mr. Heckert.

That's a good suggestion. Why don't we go ahead, Mr. Casteen, to you, John Casteen, the secretary of education of the State of Virginia, and, as Richard Heckert has told us, who was also a member of the panel on the report "High Schools and the Changing Workplace." It's nice to have you with us today.

Mr. CASTEEN. Thank you, Mr. Chairman.

Mr. Chairman, my prepared testimony was designed primarily to complement Mr. Heckert's and to suggest ways in which the panel's general findings might be of use to the committee in considering the bill under discussion today.

I should emphasize in the beginning my general background remarks, that the report issued by the panel was not intended as a report card for education generally; I think Mr. Heckert has made that point already; and, second, that it's not, per se, a blueprint for reform. It's an attempt to define necessary outcomes of high school education for most students, and it's an attempt to assess those outcomes particularly for students who are not going to college. In that respect, it differs in many ways from other reports that have come before your committee.

My own perspective, as you know, is that of an educator. Most of the members of the panel were not educators; they were employers or personnel officers or others concerned with the quality of students coming from the high schools to work.

It interested me that these employers, while acknowledging the diversity of interest that employers have in the outcomes of high schools—large employers sometimes have different interests from small employers, for example, local employers different interests from national employers; high tech, low tech, other kinds of technological load, and the kinds of work done will have some bearing on what employers want.

But despite that range of diversity, these employers very rapidly found consensus on certain major points that I'd like to review with the committee.

One is that far too many students now leave high school, whether they graduate or drop out, without having mastered academic competencies that are essential to success in the workplace. This is probably another way of stating Senator Bradley's general observation about the effectiveness of our high schools.

I should make the secondary observation that the panel was especially concerned to discover that we are doing so little to provide fundamental academic competencies for the fourth or so of our student population that does not graduate from high school.

The dropout problem, as Mr. Anrig has already suggested, is growing, and the lack of a general program or policy to meet the academic needs of these young people is a concern to employers.

Second, a concern that also appeared in Senator Bradley's statement to the subcommittee is that the Nation risks developing, if it has not already done so, what the employers on the panel called a bifurcated school and work population in which students from advantaged origins tend to take courses of one kind, especially the kind that we define as college preparatory, while students from less advantaged origins tend to take courses of another kind, the kind that in many States we've called "general."

The panel came to the general conclusion that it is the proper business of public policy at all levels to broaden and to deepen the academic mainstream for all of our students, that the bifurcation itself is a fundamental threat to the function of high schools as equalizers in our society.

Third, the employers reached consensus very quickly on the general principle that all employers need new workers who have mastered fundamental academic competencies in the traditional areas—reading, writing, and arithmetic.

This panel did not find specific fault with vocational education. I should emphasize that point. Its finding was that in many instances vocational education is a great servant to the national interest but that it cannot substitute for education in the fundamental academic competencies for the vast majority of our students.

The caution the panel gave about vocational education then is to recognize that it is properly built atop, and in conjunction with, academic education and not in place of it, that the fundamentals are essential to all students.

A final observation from the panel—that fitness for work includes a broad range of skills, and many of them are not academic, such as the ability to work on a team, to accept and give constructive criticism, to complete a job once begun, and the panel observes that those skills are as much the business of schools as are the academic skills.

Let me emphasize that in the view of the panel members, that observation is not a call for new programs. It's a call for doing more effectively what we already attempt to do and for defining as a major purpose of high school for most of our students preparation for work in these less academic areas.

With regard to H.R. 5749, this report would seem on the face of it to offer little in the way of specific advice. One reason is that the panel members clearly assume that the primary responsibility for education belongs to the localities and to the States.

This panel did not consider the Federal role separately. It certainly did not oppose the kinds of initiatives that are involved in H.R. 5749. Rather, it emphasized that the proper business of raising most of the money for education belongs to the States and the localities.

In general, it's obvious that both Senator Bradley's concern and the panel's concern would concern such phenomena as the so-called bifurcation of educational opportunity and that both of us have seen that as a phenomenon that is as much social and economic as it is education.

Both embody the assumption that fundamental academic competencies are as important to disadvantaged students as they are to all others, and it seems to me that both argue quite strongly that it's in the national interest for the mainstream to become as broad and as deep as it can be.

Let me turn specifically to certain issues within the bill and simply offer general observations about them. The composition of the national secondary school basic skills panel which is proposed in H.R. 5749—it seems clear to me, as it did earlier to Mr. Anrig, that the panel is an essential ingredient of the approach that's proposed in this bill, but I would suggest that the public interest almost certainly calls for broader representation of key constituencies than H.R. 5749 currently proposes.

It makes good sense to include representative classroom teachers and school administrators, persons from the National Diffusion Network, and representatives of the educational research community, but if I understand the current proposal correctly, a panel of 14 responsible for assessing outcomes and for approving new proposals would include 9 from the educational research community.

I'm concerned that this composition may not meet the Congress' intent. The fact is that a lack of advice from educational researchers has not been a major impediment to school reform. Want of practical advice has been.

State and local makers of public policy often complain about the advice available to them and suggest very strongly that it would make better sense for more advice to be integrated into the process of forming policy itself.

The subcommittee is aware, I think, of many of the difficulties we've found in linking up measures of outcomes with academic programs in general. We have no generally accepted national measures of educational competence yet.

The national assessment and other such enterprises provide certain kinds of outcomes for us, but the fact is that assessment of outcomes is a fundamental part of building academic programs, is not a national program, and, moreover, that we often lack continuity over time.

The fact is that our research interests often change. They've been described as being transient or evanescent, and certainly both of those adjectives apply.

We need some way to bring research and policy together if we are going to see to it that public policy in the longrun changes because of the Federal moneys that you expend, and if that policy changes at the Federal level, it ought also to change at the State and local level.

So the proposal is that the Congress consider expanding the scope of that panel, keeping it at roughly the size proposed in the present bill, but including on it representative board members, State legislators, members of boards of regents, perhaps representatives of employers of high school graduates, being aware in each instance that each of these groups has already demonstrated its ability to use valid educational research in proposing and pursuing its own reform programs. Each of those groups already has a track record.

The second suggestion—and these are my own views, and they're not embodied in the panel report—is simply a caution about a matter that the subcommittee already knows well.

The philosophy behind the distribution mechanism in this bill to local schools and in many other Federal programs in recent years makes good sense to all of us who understand it. Sometimes the practical results don't.

The fact is that the capacity of the localities to meet their own obligations to assess and to use outcomes of assessment in 1 year in order to build improvements into programs in the next year has not always been what the Congress would want.

It seems to me that the States ought to have responsibility for the effectiveness of programs that are built on mixed dollars—Federal, State, and local—and while I know that many of my colleagues in State government do not share my general view on this matter, I think that the Congress might see more effective expenditures of its own money and greater impact on public policy generally if Federal appropriations like these required State matching funds and also made the States responsible for assessing progress in each year.

The benefits of doing this, I can suggest, are at least two. One, if the condition is that the State funds used to match the Federal funds must be in excess of normal State appropriations, you have the impact of influencing the States toward spending more money on specific objectives that are well defined in the bill, providing for the basic skills of disadvantaged students.

Two, the States have the competence to conduct the kinds of assessments that are necessary to make programs like these work. Many localities do not, especially localities that are economically disadvantaged, and so I suggest that in the long run, if we intend to make lasting impact on public policy in the States and in the localities, where most of the continuing money has to originate, it may make sense for the Congress to consider that as an alternative approach.

Another way to put it is that we've identified, and Senator Bradley has very well defined, a major problem that touches many of our most disadvantaged school divisions.

I guess I'm saying it may be in the national interest not to let the States off the hook on this one, not to give the States an excuse to see over time that this is another Federal problem.

If it is indeed a joint problem, I'm suggesting that perhaps the funding mechanism itself ought to require substantial State participation in resolving the problem.

Mr. Chairman, I'll be happy to answer whatever questions may arise.

[Prepared statement of John T. Casteen III follows:]

Prepared Statement of John T. Casteen III, Secretary of Education, Commonwealth of Virginia, and Member, Panel on Secondary School Education for the Changing Workplace, National Academy of Sciences, National Academy of Engineering, and Institute of Medicine

Mr. Chairman, members of the Subcommittee. My name is John Casteen, and I am Secretary of Education of the Commonwealth of Virginia. I have come this morning because I served with Dr. Heckert on the Panel on Secondary School Education for the Changing Workplace. I speak today, then, as an educator who served on the Panel, not as an official of the Commonwealth of Virginia or as a spokesman for any organization.

Dr. Heckert has explained the composition of the Panel and the charge under which it worked. As you know, the Panel did not try to assess the general condition of the schools. Nor did it assess how schools' performance now compares to what it may have been in the past, which courses students ought to take, or who ought to teach these courses, and how. Rather, the Panel tried to assess what academic and other competencies employers believe workers need if they seek jobs directly after leaving high school. The Panel's report is not a report for education, or a blueprint for reform. It is an attempt by an employers' panel, whose members were in the main not educators, to explain to the schools and the nation what skills work-bound students need to possess after high school.

Because my own perspective is more that of an educator than that of an employer, I listened with considerable interest to the statements made by the business representatives on the Panel. Clearly, employers have many different interests in what happens in high schools. Large and small employers, local and national corporations, hi-tech, low-tech, and transitional firms,—all have their own specific needs.

What was notable, however, was the unamimity of agreement among the Panel members on certain essential points:

Far too many students now leave high school, by graduating and by dropping out, without mastering essential academic competencies. The drop-out rate itself alarmed the Panel, and so did the scarcity of effective programs to meet the needs of drop-outs.

The nation risks developing bifurcated school and work populations if students from advantaged origins tend to take courses of one kind (courses in the academic fundamentals, for example), while those from less advantaged origins take courses of other kinds. The Panel came to the general conclusion that it is the proper business of public policy to support the broadest the deepest possible academic mainstream. The report defines this mainstream in terms of command of certain fundamental academic skills on departure from high school.

Virtually all employers need new workers who have mastered the fundamental competencies in such areas as reading, writing, and arithmetic. The Panel posed no challenge to vocational or technical education, but did report clearly that the academic fundamentals come first. Vocational or technical education cannot substitute for the fundamentals.

Fundamental fitness for work includes a broad range of non-academic skills, such as the ability to work on a team, to accept and give constructive criticism, and to complete jobs—skills that schools must teach just as they must teach academic skills.

From an educational perspective, the report is notable for several reasons. It addresses the academic needs of students who are not going to college. Critics have faulted much school reform literature for concentrating on the needs of the collegebound. It offers the schools what amounts to a consumers' view of their products, in the form of descriptions of academic competencies that graduates ought to possess. It uses the general format of the descriptions of academic competencies found in the college Board's Equality Project publications, a format that is already widely known and understood among educators and lay persons. And it acknowledges that there are no quick and simple remedies for educational deficiencies. Rather, it offers brief, sensible advice for the constitutencies within the community that have chief responsibility for schools.

With regard to H.R. 5749, the report may seem to offer little advice. In deliberations, Panel members affirmed repeatedly that chief responsibility for schooling belongs to the states and localities. Although the Panel understood the central importance in educational policy of federal programs and support, its chief argument was for responsible action by local and state leaders.

On the other hand, the Panel addressed many issues that are germane to H.R. 5749. Both H.R. 5749 and the Panel report seek remedies to the bifurcation of educational opportunity, and see it as a social and economic phenomenon. Both embody the assumption that fundamental academic competencies are as important to disadvantaged students as to others. Both would seem to argue that the mainstream ought to become broader and deeper than it has been. The difference as to which level of government ought to respond to these issues probably is less than it seems. The Panel did not reject federal activity. It called for more responsible local and state activity.

Let me now turn to the composition of the National Secondary School Basic Skills Panel proposed in H.R. 5749. The Panel is an essential ingredient of the approach proposed in H.R. 5749, but the public interest almost certainly calls for broader representation of key constituencies than H.R. 5749 currently proposes. Representative classroom teachers, school administrators, and persons from the National Diffusion Network make good sense, as do representatives from the educational research community. But a Panel of fourteen members, apparently with nine from the educational research community, may well not accomplish the Congress's intent.

Want of advice from educational researchers has not been a major impediment to school reform. Want of practical advice has. State and local makers of educational policy sometimes complain that educational research produces unrealistic advice. Policy makers and researchers often pursue different agendas, a fact made abundantly clear in recent years as policy makers have asked for advice on school effectiveness while many researchers have continued to be more interested in affective psychology and in survey-based social science.

Educational policy is at least an amorphous matter. Witness this Subcommittee's many efforts in recent years to lead federal and state officials to consensus on our disparate local, state, and federal commitments to education. The Subcommittee knows the evanescence of many educational fads. State and local policy makers know this evanescence also. Many of them listen to advice from the educational research community with what they see as well placed skepticism.

My suggestion, then, is that the proposed Panel might include somewhat fewer representatives from the research community, with spaces allotted for representative state and local policy makers (school board members, state legislators, members of boards of regents) and also for at least one or two representatives of employers of high school graduates. Both groups are essential to successful implementation of the reforms envisioned in H.R. 5749. Both have vital interest in the work to be done by the proposed Panel. To modify the proposed Panel in this way would, I think, give it credibility with key constituents, and demonstrate that research and public policy necessarily go together.

A second suggestion—and these are my own views, not embodied in the Panel's report—is merely a caution about a matter that the Subcommittee already knows well. The philosophy behind commitments to local schools, rather than to state educational systems, makes sense to almost all who understand it, regardless of their personal preferences. The practical results often do not. The states ought to have more responsibility for the effectiveness of federal programs. Unpopular though the suggestion may be with most state leaders, I think that most federal programs, including this one, would be better programs if your dollars required state matching dollars and if state agencies were required to monitor and build on results.

More than one good federal program has produced limited results because outcomes of one year's program were not the basis for improvements in the next. The states have the capacity to monitor results and make incremental annual improvements. By requring a state appropriation match, Congress could provide incentive for increases in state support for education. By requiring constant state monitoring of results and regular use of research findings in redesigning programs, Congress could go far toward making demonstrated effectiveness in one year the chief criterion for continuation of any program into future years.

Mr. Chairman, this concludes my prepared testimony. I would be happy to join Dr. Heckert in answering your questions.

Mr. WILLIAMS. Thank you very much. Your testimony was very helpful.

Mr. Hayes.

Mr. HAYES. I just want to make a comment and address a question to any of the panelists who may want to answer.

I gather from your testimony, each of you is supportive of House bill 5749, which deals with the question you address yourself to so eloquently—secondary schools and basic skills.

I start as a Congressman from what is economically categorized as a very poor congressional district, where much of the makeup of the enrollment of the public schools are disadvantaged kids, and the dropout rate is very high.

I'm not sure that even with the high school completions there are enough jobs to go around.

I have somewhat of a dilemma. My question is, we have a responsibility, the Federal Government, and Congress being an entity of that Federal Government—that system. I think we have to concentrate, in addition to training, in the area of providing jobs for people. I'm very concerned about that.

When you mention, for example, that a high school graduate has a greater chance to enter into meaningful employment than one who drops out, I agree with that, but even in some instances, those who continue through school—the difficulties of finding a job, particularly in an area like Chicago, where I come from, where much of the enrollment in the public school system—probably 65 to 70 percent are minorities—finding a job is almost next to impossible.

So I wanted to ask you gentlemen specifically if you see the need for the Federal Government playing a greater role in providing funds as a means of helping people find employment, in addition to the training program.

I'm really bothered by this, because there just aren't the jobs, and I don't see any real programs designed to bring about those jobs. I don't think it's enough to train people if you can't find the place to put them after training. That's my problem.

Mr. HECKERT. Perhaps as the representative of the employer community, I ought to at least comment on that.

First of all, we've been through a period of a seriously depressed economy, and we're all aware of it. For several years in a row, we had unacceptable rates of unemployment, and we're also all aware that certain segments of our population are seriously disadvantaged with respect to early work experiences; they just haven't been able to get them; and that is a serious problem.

There's another side of this, though, that I think we need to pay some attention to. The fact is, if you look at the number of jobs that exist in the United States and the way in which that number has increased over the last 10 to 15 years, it's rather impressive. Perhaps even better than Europe, where government may play a more pervasive role than many countries, we've done a good job of creating new employment opportunities.

I'm a strong believer that early work experience is very helpful to anybody, disadvantaged or not, and I strongly support local community actions that lead to greater early work experiences.

I really don't know whether the Federal Government can play a constructive role here. I'm sure that communities can put together some programs that have a major impact, and I strongly encourage anybody who wants to listen to that argument to get going and make something happen.

I think the other dimension of the problem is that in fact some of these young people that can't find jobs simply are not prepared to do very much, and that of course is a circular problem. If the young people had the skills, they certainly would have greater access to employment.

Whether we would employ everybody or not is obviously debatable, and probably we wouldn't, but certainly the problem would be very much alleviated by better preparation of our younger people.

So those are just a few observations. I certainly concur that a constructive work experience early in life is one of the best things that can happen to a young person.

Mr. CASTEEN. Mr. Hayes, I think what concerns me most about that whole issue is the, I think, persuasive evidence that, generally speaking, we have no public policy with regard to what happens to young people between entry into high school and entry into the workforce.

State programs that are directed toward employment are most often retraining programs or programs that are subsidized by the State as a way of bringing in new industry.

We've done very little to deal with the needs—the continuing needs of our traditional industries, and, as you know, we've had a very difficult time making sure that vocational, occupational, and technical education in the States really does lead to current jobs.

We're often accused of training people to manufacture buggy whips when we could be doing other things.

There are successful programs on a somewhat modest scale in the States designed to deal with the dropout problem, in part, by providing real employment skill, but that still doesn't answer the general question of what kinds of jobs do these young people go to.

And, finally, we sometimes assume that the first impression of a given set of facts may be the ultimate explanation.

A lot of us, for example—Mr. Anrig mentioned this general phenomenon earlier—are very concerned about the reasons for an increasing dropout rate in the last couple of years.

The easiest assumption, and the one that's often made in the popular press, is that students drop out of school because school is too hard—that academic reform has been the reason for the modest increase in the dropout rate.

There are reasons to doubt that. One is that in many communities where reform came early on, graduation rates went up and dropout rates went down.

Another is that the best correlations I know between other circumstances and dropping out have to do with the rising teenage pregnancy rate, with the impact of the recession on families' abilities to keep students in school, and with the increasingly differentiated experience of minority and disadvantaged young people as compared to advantaged young people.

I think the employers on the panel that Mr. Heckert and I represent today were absolutely right in saying that we are tolerating a bifurcation in our schools that predicts the problems that you're describing when students enter the labor force. They enter ill-prepared for what's expected of them over time.

We seem not to have a policy or policies that would permit us to articulate schooling and employment; and, finally, we seem not to have addressed the phenomenon that over half our students are theoretically within the category you are describing, because over half of them are not going directly from high school to college, and within that—or outside that population, if you go back to the ninth grade and consider the fact that one-fourth never get to the point that we're talking about, the scale of the problem is quite clear.

If there is a Federal interest in it, I guess I would hope that it's the kind of Federal interest I was trying to describe earlier, the kind that keeps the States on the hook with regard to what States also ought to do in defining policy and paying the bills at the State level.

Mr. WILLIAMS. Mr. Goodling.

Mr. GOODLING. Thank you, Mr. Chairman.

First of all, I might comment that the first time Dr. Casteen was before us, Educational Testing Service was also represented, because at that time I think you pretty much agreed with my thinking on truth in testing legislation that was before us. I'm not sure whether the chairman was a part of that or not. And of course the last time you were here, I complimented your Governor for having enough good sense to have you as his chief education advisor.

Speaking of chief school administrators, since we have two here this morning, this bill doesn't seem to have any role for the State, isn't that a mistake? I believe Dr. Casteen indicated that he believed that to be a mistake, if, as a matter of fact, this legislation went ahead, should there be that kind of role?

I suppose I would ask Dr. Anrig what you think about that.

Mr. ANRIG. Congressman Goodling, one of the concerns that I raised, that as this bill evolves over time, I think it's clear that it's beginning a discussion now, not concluding one, that the issue of whether to establish a separate structure for a secondary level, title I-like program is one that I think you ought to look at again.

My own judgment would be that what we are looking for to help these students is continuity, and to treat the problem as if there are two distinct problems there, I think from an educational point of view, is not advisable.

From a cost and management point of view, I also think it's not advisable.

So that I would encourage the committee, in its further deliberations, to visit again that issue and to see if there are not some advantages that outweigh the disadvantages to keeping title I as a coherent program and benefiting from, for instance, the technical assistance centers that are available around the country to help title I programs. They are there to help title I, not elementary title I, and I think we want to find ways—I notice your staff is laughing.

We administer one of the title I centers. I want to declare that on the record. However, if we did not, I would have made the same point.

The youngsters that we are dealing with here are the same youngsters, the same families, the same parents, the same teachers, the same superintendents, the same school districts, so that we want to not treat it as if it's a different arena; it's a continuity of the same arena.

But again, I see that as an issue that is a fine tuning rather than a reason to say this is a bad idea. I think the idea is excellent. How you carry it out is something I think ought to be considered further.

Mr. GOODLING. Well, that's a point I made yesterday—if, as a matter of fact, we have a program set up, we should probably continue that program.

I have some real concerns that perhaps we should be going in a pilot direction along those lines that you just mentioned, and I have those concerns.

You said that the gap is there, it's getting worse, the problem is growing, title I has worked, it has worked well. OK, now we've spent $42 billion-plus on title I thus far. We are now talking about the very same youngsters, the very same youngsters on whom we spent that money, only now they're on the secondary level.

Now I know the national assessment will say, "Well, the problem is that when they get out under the title I umbrella, then they start going backwards." Well, is this going to be true at 17, 18, 19, 20, 25, 30, and so on?

If we've spent $42 billion on these very same people that we are now talking about because they were in that program, or could have been in that program, or should have been in that program—they are just a little bit older now; they've come through that program—should we then perhaps—and I guess I would address this to both educators—should we first establish a pilot project where our emphasis is on the secondary level and see what has happened? As I said, we had spent it on these very same youngsters that we are now talking about spending additional money on.

Quoting you, you said it worked, and it worked well, but then you also said the gap is there, it's getting worse, and the problem is growing.

So now we have spent $42 billion on that problem, and we are taking these same youngsters now and perhaps going to spend another $42 billion, but maybe we had better make sure, through a pilot program of some nature, whether, as a matter of fact, we have a way to deal with this particular problem.

Mr. ANRIG. Through the Chair, let me respond, then defer to my colleague from Virginia.

This is a question of whether the glass is half full or half empty, and you've addressed the half empty part; let me address the half full part.

Has title I worked? Yes. Are more black and other disadvantaged students going on to college? Yes. Are black students in general doing better on other kinds of tests, including national assessments, but are a portion of them doing better? Yes.

The question is, is there still a core of youngsters who have not yet overcome their disadvantages? The answer to that is also yes. We can't give up on them simply because they reach the age of 11 years old. We've got to keep at that.

Those who have caught up and stay that way are doing better, but there's still a core of youngsters who have not yet caught up, and that's the purpose of this bill—to address that group that still needs help—still needs additional help.

We'll never get it to 100 percent, never can expect to, but we have to try.

Mr. GOODLING. Do we know enough at the present time about dealing with this different age group? You're talking about a youngster of first, second, third, or fourth grade—enthusiastic; hasn't had all of the scars that that youngster has that's now sitting in 7th, 8th, 9th, 10th, et cetera; still has some of that enthusiasm; still is not quite as embarrassed. That's why I'm saying is there a pilot program that is needed here before we could even consider a major new funding program?

Mr. ANRIG. I would just say, as a person who was once principal of a title I junior high school, that we know how to do that. We just have to have the resources to do it. And you can't do it by treating these youngsters the same as you do all others.

If you put a youngster who's got educational disadvantages at the time they are teenagers in a class of 20-some-odd or 30-some-odd youngsters, you're just not going to make it. If you give that youngster very intensive and extra attention over and above what he or she would normally receive, they've got a chance of making it, and I think that can be done, and we know how to do that, but we've got to have the resources to do it, and it's not cheap.

Mr. GOODLING. No; I realize; and if I had my way and had money, I would take all 3- and 4-year-olds and their parents and concentrate—I say all 3- and 4-year-olds in the disadvantaged category—and really concentrate my efforts there. I would also insist on class sizes of 10 or 12 in first and second grade instead of 30, and eliminate a lot of those problems before they became major problems.

We don't seem to understand that, and it's difficult to make a school board understand that.

Dr. Casteen, did you want to comment?

Mr. CASTEEN. Congressman, I think that Mr. Anrig is right—that we know how to do it with that age group—but I guess I'd try to expand what he said a little bit about lacking resources or needing resources to do it.

We often lack in the States and in the localities policy commitments—that is, legislative and board commitments—to do that job. We've often seen that job as an extra that we can take on in schools if we want to.

The successful programs that I know about work pretty much as Mr. Anrig has described the ones that he knew as a school administrator.

What characterizes the best of them, in my own experience, is probably not the resources available but the absolute commitment to achieving measured results on the part of those responsible for setting up and governing the programs.

Now, because of Federal commitments in the past that have driven policy with regard to the elementary schools, we reach a point where the possibility of real reform in the high schools exists in most States. The population at about the seventh grade or so is, by most of the assessments we have, well prepared to move ahead.

I guess what I'd suggest is that one of the ironies of what happened to us is that at the time when we needed to go ahead and reform high schools across the board, no more than about half the States took that on as a serious policy objective.

To the extent that States permit students who have benefited by the programs that have existed in the last decade for the elementary schools to become part-time students in high schools, to take empty programs of courses, to face high school curricula in which there is simply no academic coherence—and such curricula still exist in many parts of the country—we can expect those students to encounter trouble when they leave high school and go on to work.

A final observation is that most of our efforts to deal with the fundamental academic competencies of disadvantaged high school students have been aimed at those who are going to college, and I think it's fair to say we've been fairly successful there.

I think the measures that we use are sometimes a little bit mushy. There are places where a 20-percent success rate is acceptable. But the evidence is that, going back a good ways—for example, the traditionally black colleges in the Southeast have dealt for a long generation with that kind of need and done it very well—we can meet those needs for students who are going to college.

I can't see a policy that addresses the same sets of needs for the rest of our students, and I think the Federal Government has the chance to do it.

Now let me speak just for a moment about this question of whether it's a pilot initiative or a general initiative.

The problem with the pilot approach, I guess, is simply that it has limited capacity to influence State policy and State appropriations and that, structured in a certain way, it seems to me that a larger approach might do that.

I think the real mistake would be for the Federal Government, whether for a 2-year span or in perpetuity, to take on this particular function as a Federal responsibility.

Many of the localities with which I work have walked away from programs like Head Start and summer school programs that have been effective in meeting basic skills needs for students in inner city divisions, and so on. When the Federal money, for one reason or another, was not available, they saw that as a lower priority.

Until the localities and the States realize that this is their baby and they've got to carry it, I think the problem can continue indefinitely.

Mr. GOODLING. I agree that the commitment on the local level and the State level is the important thing.

As soon as I left as superintendent, the program for 3- and 4-year-olds and their parents disappeared also, simply because the new superintendent either couldn't or didn't want to convince the school board. The board members always argued: "How come these children have it and our children don't?" "You can have it, if you want to put up the local money for it, but you don't need it," and these youngsters do.

I thank you very much for testifying.

Mr. **Williams**. I thank my colleagues for their questions.

Mr. Goodling and Mr. Anrig make a good case about full consideration of the possibility of changing some of the administrative structure formula in the bill, and of course we'll give full consideration to that.

I want to say in regard to that that this bill was slow coming, as has been, almost without exception, every Federal effort in education. The Federal Government has only moved after significant years of lack of movement at the local and State level.

Now with regard to formerly title I, now chapter 1, assistance, 20 years ago the Federal Government provided those dollars to the States and, almost entirely without direction, left the administration of those monies to the States to decide where they would be placed.

So we now have 20 years of history of States placing the money almost entirely at the elementary level, as if to indicate that once a person has been on this planet for 12 years, they're no longer educable with regard to remedial education in the basic skills.

So now, 20 years later, the Federal Government is coming back with this legislation, I hope, and saying, "We need to direct that money in a new way and focus it to people who are more than 12 years old."

I don't think that's particularly innovative, but we can no longer afford to wait for the States to act. That's the reason that we changed the administration of it some—to move it away, frankly, in my judgment—to move it away from people at the State level who believe that only 5 percent of the money should go to people over 12 years of age, and after 20 years, it seems to me they've had ample time to demonstrate what they really believe at the State level about the educability of people over 12 concerning remedial education.

Dr. Casteen, do I understand that you would only provide the Federal funds for chapter 1 under this legislation to those States that matched the Federal dollars?

Mr. **Casteen**. Mr. Chairman, that's the proposal. I know there are problems in it, and I know there are States that won't.

I also know from experience in administering State funds, though, that in many instances State funding formulas have some bearing on a locality's own ability to pay the cost of providing for its own educational system, and that's true in most of the States where equalization is the mechanism to drive the State moneys.

I certainly agree with your general assessment of what the States did with a less structured policy assertion on the programs in the last 20 years.

I guess I may be making two arguments. One is, I think the Congress's ability to spell out national priorities in legislation of this sort is very clear, and that this priority matters centrally; and, second, I suppose I'm asking for some faith in the kind of political process that would almost force most States to go ahead and match the funds, build the accountability mechanisms, and build the programs that would be durable.

I should say also, Mr. Chairman, that one of my concerns about the expenditures directly at the local level is the ability of our poorest localities to carry forward the program if, after 2 years, it does not continue to be a top Federal priority.

The States do generally have the fiscal capacity to do that if they make the policy commitment to this kind of expenditure.

Mr. WILLIAMS. Mr. Heckert, in the report, two statements struck me as being particularly critical. The first was—quoting now—"The central recommendation of this study is that all young Americans, regardless of their career goals, achieve mastery of the core competencies up to their abilities;" and the second statement is, "The panel believes that the basic responsibility of schools is to equip students with the core competencies requisite to lifelong learning."

Those two goals are the goals of the sponsor and cosponsor and supporters of this legislation.

Did your panel discuss among yourselves any specific ways to achieve those goals? I know that you don't recommend any. Were there any discussions about the possibility of recommending specifics?

Mr. HECKERT. Mr. Chairman, one of the most difficult tasks I had was to keep the focus on the product and not the process.

As you can well imagine, with a few educators there and a number of representatives from other communities, all of whom were vitally interested in the educational process, or they wouldn't have agreed to participate, they really did want to get in and help the schools do their job, but that wasn't the mission, and with a little extra effort, we did keep our focus on the question, "What do employers need?"

We did, in a roundabout way, address the question that you've raised and the concerns that my colleagues have expressed.

There was a feeling on the part of several of us, who have tried over a period of years to help the schools in some particular area, that it's a very difficult organization to get next to, to make something happen in.

I have made the observation that it strikes me that, you know, there are so many constituencies who support your need if you're going to bring about change, and yet the buck seems to stop nowhere. You've got the parents, you've got the teachers, you've got the school administrators, you've got the school boards, you've got State departments of education, and of course some Federal involvement.

The panel did say just this—which is more or less in response to your question—that if we're going to bring about constructive change in our schools, these constituencies are going to have to want it, and they're going to have to get together, and they're going to have to reinforce one another. They've all got a role to play.

If you'll notice, some of the attributes, some of the competencies that we address with respect to employment, aren't just the province of the schools. Very obviously, attitudes about work habits, and about one's own self, and the ability to get along with others, these are things that parents and communities have a very large input on, and schools certainly have a major role to play, but if they do it alone, they'll never make it.

So we think that the problem in each community is getting all of the important constituencies together and focused—establish the goals that I think we could agree on very easily, and we certainly think that your bill does focus on the key issues.

But it doesn't really happen in rural and urban America until the people who live in those communities want it to happen. That isn't very helpful perhaps, but I think that may be the way the world is.

Mr. Williams. Much of what you have said was agreed to yesterday by a witness who indicated, after many years of experience in schools, as both teacher, administrator, and researcher, that he found that the best schools were those schools in communities were there was some franchising of support for the schools among the various groups, not just parents, teachers, and students, but industry, small business people, and others within the society, and I think your remarks are right on target.

Mr. Heckert. Thank you.

Mr. Williams. Mr. Anrig, do you have data that would indicate what percentage of the student population in the elementary grades might be eligible for title I but is not receiving it?

Mr. Anrig. Back 2½ years ago, when I was commissioner, I used to keep those facts clear in my head, and I don't now.

It seems to me, I remember in Massachusetts that if all youngsters received the title I services that were in that State, we would have needed twice as many dollars to do it, so that would be about half of the eligible youngsters were receiving the title I services, and I think that's—that's off the top of my head. I think the Department of Education could be more accurate than that, Mr. Chairman.

Mr. Williams. Do you have data available that would indicate what percentage of high school and junior high school-aged students who are lacking in the basic competencies have not received title I in the lower grades?

Mr. Anrig. Anywhere along the line?

Mr. Williams. Yes.

Mr. Anrig. I don't have that information in Educational Testing Service, but I think the Department of Education would have that.

Mr. Williams. Yes; I appreciate that.

Mr. Anrig. And I think that's part of the problem. I think that we assume that everybody received it, and, as Congressman Goodling was implying—that everybody receives the training—and they haven't.

Mr. Williams. Just as an aside, this bill, as expensive an authorization [illegible] it is, is designed to meet what we estimate to be half of the need in the country among junior high and high school-aged students. We only want $900 million because we know it's time for fiscal prudence.

Mr. Anrig. Mr. Chairman, if I may offer a suggestion that may be helpful to you on this issue that you raised about State behavior, I wouldn't attach to the State behavior a negative intent—that is, that they have put money in the elementary level because they didn't want to put it at the secondary level. It was a matter of, given the limited dollars available, where should you put them first? I think that's a right decision.

In Massachusetts, however—to give you some idea of this, if you have your staff check how many high school youngsters are served in title I in Massachusetts, I think you'll find that it's either the leading State or close to it, in terms of high school kinds of programs.

That was because in 1978 we made a conscious decision to redirect title I to the high school level, and the part that we used to do that was part B, and you might want to have your staff take a look at that part of the title I authorization, because it allows program grants, and you could do it, as we did indeed in 1978, so you only get those grants if you do it at the secondary level.

So it's possible within the current structure to direct money solely at the secondary level. When we put that condition on, the schools responded very positively. So I think it is possible to use that mechanism and achieve the goal that you are setting out to do.

Mr. **Williams**. We appreciate that.

Well, gentlemen, you have been very helpful. We appreciate your taking the time to come and testify on this legislation and also on the report. Thank you all very much.

This hearing of the subcommittee is concluded.

Mr. **Anrig**. Thank you, Mr. Chairman.

Mr. **Heckert**. Thank you, Mr. Chairman.

[Whereupon, at 11 a.m., the subcommittee was adjourned.]

[Additional information follows:]

AMERICAN ASSOCIATION FOR COUNSELING AND DEVELOPMENT,
Alexandria, VA, June 28, 1984.

Hon. PAT WILLIAMS,
House of Representatives,
Washington, DC.

DEAR MR. WILLIAMS: On behalf of the 42,000 members of the American Association for Counseling and Development, let me state that we fully support H.R. 5759, the bill to provide a program of grants to improve the basic skills of economically disadvantaged secondary school students. Many of our members, both in school and community agency settings, will welcome this legislation and the opportunity to participate in its implementation. Regarding the role of guidance and counseling in your legislation, AACD feels that the legislation could be strengthened by the addition of an application provision in the program grants section.

Your inclusion of parents in the program development and planning process is extremely important. We would like to suggest that you take that involvement one step further by including an application requirement in which school counseling personnel would develop and implement parent involvement workshops to assist in providing support and encouragement for students participating in the basic skills program. The inclusion of the language listed below would meet this objective:

The proposal contains provisions for parent involvement in workshops or seminars conducted by the counseling staff and designed to provide support and assistance for students participating in the basic skills program.

We would also encourage the addition of guidance and counseling personnel to those individuals that you identify as being involved in the preparation of the application and in the general design of the basic skills program. We continue to receive fine comments from our members regarding your presentation at our 1984 convention, and I am pleased to see that one of the issues which you discussed at our convention has been realized by the introduction of this legislation. We look forward to answering any questions which you may have about our concerns and stand ready to assist you in the passage of this legislation.

Sincerely yours,

Frank E. Burtnett,
Assistant Executive Director for Association and Professional Relations.

The Council of the Great City Schools,
Washington, DC, June 25, 1984.

Hon. Pat Williams,
Committee on Education and Labor,
House of Representatives,
Washington, DC.

Dear Congressman Williams: The Council of the Great City Schools, a coalition of the nation's largest urban school systems, is writing to express our enthusiastic support for the Secondary Schools Basic Education Act which you have taken the leadership in sponsoring.

As you know, the bill would authorize $900 million annually to fund grants to local education agencies with significant numbers of economically disadvantaged youth. Eligible secondary schools would be able to use the funds to help them provide better instruction in basic academic subjects for low-achieving students. In addition, the bill provides an important role for institutions of higher education, for NIE and for private nonprofit community groups.

This bill is of particular importance to urban schools. This legislation is greatly needed for two main reasons: 1.) it extends the same general benefits provided to elementary schools under Chapter 1 to the secondary level, and 2.) its general provisions are more applicable to secondary schools than Chapter 1. While the Council is a longstanding advocate for fully-funding Chapter 1, we do support this new bill to provide extra help to the high schools. The provisions of Chapter 1 often make it difficult for school administrators to operate the program in the secondary schools despite the fact there is no prohibition on doing so. This new bill represents the next logical and crucial step for Congress after having instituted Chapter 1.

The urban schools of this nation are in the midst of a major effort to reform their high schools. Our elementary schools have benefitted tremendously from aid under Chapter 1, a fact reflected by rising achievement scores. Our high schools, however, are in desperate need of the kinds of resources that your bill would provide.

The Council applauds your strong leadership in education and will work hard to ensure the passage of this important piece of new federal legislation. As always, our office is at your disposal for any assistance you might need.

Sincerely,

Michael Casserly,
Legislative and Research Associate.

National School Boards Association,
Alexandria, VA, June 22, 1984.

Hon. Pat Williams,
House of Representatives,
Washington, DC.

Dear Congressman Williams: Rarely do we see a fresh idea for the public schools introduced into the legislative arena. Providing funds to a secondary school based on a collaborative school-level practitioner effort to innovate is one of the best ideas the National School Boards Association (NSBA) has seen in a very long time. NSBA is searching for ways to cut through the obstacles that sap our teachers' and principals' energy and creativity. This bill provides us one way by giving an incentive to develop new approaches in the education of low achieving disadvantaged children.

Research on effective schools makes it clear that positive student changes come fastest when the entire school staff is involved and committed to a common set of goals and agree on the methods to achieve those goals. Further, real educational change comes most often when the ideas come up from the practitioners to the central school office rather than being ordered down from the top. What we know about human motivation indicates that once the idea is initiated at the school practitioner level, as little time as possible should lapse between the approval of the proposed plan and the initiation of its ideas. Otherwise staff commitment becomes dissipated and enthusiasm is lost. With these principles in mind we recommend:

There must be a tight time line between the receipt of the application and review of it at the National Institute of Education. Consequently, there should not be layers of "approvals" or "comment and review". We would suggest that the local application describing the school plan be sent to the SEA for their information. If they wish to help the local school district, they may comment after reviewing the LEA application. Innovation is sometimes unconventional and outside the usual way of doing things. As long as the plan's activities are within the state law, why should the SEA be involved with the application? If they are, the SEA will ask, at minimum, for administrative costs and establish procedures that could take weeks before the application reaches the NIE panel.

According to the bill, the National Secondary School Basic Skills Panel is to "identify specific models . . . and identify individuals associated with the successful models." Identification is not enough. These models should be published or made public in some other way and be sent to each secondary principal, school teacher organization and local Parent Teacher Association.

If a school adopts a model reviewed by the NIE panel and indicates some involvement of the "experts" knowledgeable in the methods of the model, the application itself and the approval process at the national level should be shortened. Our assumption is that the national panel would not have identified models and programs without merit. Further involvement of the experts who are helping the school will help assure the school of success.

We would also like to see an "expert" who has developed, operated or researched the educational model chosen by the school, involved with the school personnel throughout the time federal funding is provided. We are aware that many "consultants" come to the school for a day, give suggestions, and never bear the professional consequences for actions taken as a result. This long term involvement would give the school personnel some security that there was someone to whom they could go with problems on a long term basis.

We have no major objection to the composition of the NIE panel as it is now in the bill. We like the fact that researchers must go beyond advice and put their educated opinions on the line when they review existing models for effectiveness. If management representatives as teachers are placed on the panel, however, it would be important to have school board members on it.

NSBA would oppose state matching funds for this project. This requirement automatically involves the SEA and establishes another layer of bureauracy. It also hurts school districts in the poorest states who cannot match. Rather than matching funds, the state legislature should receive reports from the SEA on the NIE funded innovations within their state. State funds should be requested to continue effective programs when federal funds are removed. The SEAs need to become advocates of local initiatives not doorkeepers of who may innovate.

We have no objection to having NIE judge local applications so long as the process of aplication review is rapid. This project allows NIE to implement knowledge gained in their own school effectiveness research program. There have been suggestions that the way to improve secondary schools is to extend ECIA, Chapter I to the secondary level by funding that program more heavily. Another $2 billion will be needed to achieve that objective, on top of existing funds which we support. Given that such a large increase is not probable within the next two years, the bill targets to schools heavily impacted with poor students with half as much money. Further, this bill is oriented toward making change in school practice that, we would hope would improve student performance to the extent that fewer ECIA, Chapter I dollars would be needed.

These suggestions are made in the spirit of strong interest and support for H.R. 5749. We appreciate that you offered the bill.

Very truly yours,

TED J. COMSTOCK,
President.

THOMAS A. SHANNON,
Executive Director.

AMERICAN ASSOCIATION OF COLLEGES FOR TEACHER EDUCATION,
Washington, DC, June 4, 1984.

Hon. PAT WILLIAMS,
Longworth Building,
Washington, DC.

DEAR MR. WILLIAMS: I am writing on behalf of the American Association of Colleges for Teacher Education in support of your recently introduced bill, the Secondary Schools Basic Skills Act. Disadvantaged students in secondary schools have long been an underserved population. The provision of technical assistance to those schools serving significant numbers of such youth is a strategy that will strengthen the educational capability of the entire system.

Good schools are the result of a team effort and central to that effort are principals and teachers. However, your legislation is silent on the need to provide staff development opportunities for these key personnel. Report or legislative language that would give priority to those proposals which include a strong staff development component would, I feel, enhance the impact of each grant.

AACTE appreciates your commitment to elementary-secondary and postsecondary education and commends you for the leadership H.R. 5749 represents.

Sincerely,

DAVID G. IMIG,
Executive Director.

THE NATIONAL PTA,
Chicago IL, May 31, 1984.

Hon. PAT WILLIAMS,
Longworth House Office Building,
Washington, DC.

DEAR CONGRESSMAN WILLIAMS: The National PTA is delighted to endorse the concept and intent of HR 5749, the Secondary Schools Basic Education Act.

HR 5749 coincides with specific interests of the National PTA in public education. The bill provides for:

1. An equitable basis for distribution of money;
2. Involvement of parents in the planning and implementation of program;
3. Assurances of maximum local control while targeting a major national concern, the improvement of education and educational opportunities for America's most disadvantaged high school students;
4. The recognition that low-achieving secondary schools need special assistance and are an appropriate concern for the federal government;
5. A national assessment mechanism and a requirement for instructional improvement or a reduction in the drop out rate before renewal of grants.

The National PTA also has some questions and concerns about the bill that we hoped are addressed in the mark-up. These concerns are:

1. That federal funds in this bill will be appropriated only for public schools that are publicly controlled and tax-supported;
2. That a more specific definition of "improved performance" in Section 12(b)(1) be given, primarily on how this improved performance is to be measured: By the Regents Exam, achievement tests, the National Assessment Test, locally developed criterion referenced tests? Districts must have more guidance in defining this requirement.
3. That the definition of "basic skills" will not be too narrowly defined. Would basic skills include basic literacy in math and language? Might it include computer literacy? Would these skills include vocational skills? Skills in a foreign language? Skills in communication? Problem solving skills? Above all, students should be taught to think creatively, and deal thoughtfully with the issues of the day with an understanding that can be measured by the wisdom of its application.
4. That consideration be given to the importance of parental involvement, not only in the planning and implementation of the program, but how to involve families in supporting schools in raising achievement levels of children. Much rhetoric has been given parental involvement, but very little thought in how to make it happen.

The National PTA thanks you and the cosponsors of HR 5749 for your interest in the improvement of low-achieving public high schools and look forward to working with you in passing this legislation.

Warmest regards,

MANYA S. UNGAR,
Vice-President for Legislative Activity.

THE COLLEGE BOARD,
Washington, DC, June 14, 1984.

Hon. PAT WILLIAMS,
Longworth House Office Building,
Washington, DC.

DEAR REPRESENTATIVE WILLIAMS: The College Board is pleased to have the opportunity to comment on H.R. 5479, the Secondary Schools Basic Skills Act. You are to be commended for sponsoring this important legislative initiative. We support the concept of the bill.

Numerous recent reports have outlined the serious deficiencies in basic skills of our nation's youth. The College Board's concern with the decline in academic achievement and the overall quality of preparation for college led in 1980 to the establishment of the Educational Equality Project, a 10 year commitment to strengthen secondary schooling and college preparation.

Last summer College Board President George H. Hanford, in testimony before your Task Force on Education and Employment of the House Budget Committee, spoke about the role of the Federal government in addressing the perceived crisis in American education. Observing that "the federal government historically has acted in some measure as a guarantor of last resort for the rights of the disadvantaged members of our society," he urged Congress to assure that "educational justice is served in any legislative movement towards educational excellence."

The College Board views H.R. 5479 as an important vehicle to help insure economically and educationally disadvantaged students the education necessary to succeed in an increasingly complex world. It is a matter of both social justice and economic necessity that all students—not just the college bound—be educated to their full potential. H.R. 5479 will be an important step in realizing this goal.

By directing federal funds to secondary schools serving economically disadvantaged populations, H.R. 5479 will serve as a logical extension to current federal compensatory programs. Such funding is needed to supplement and build upon the achievements of the Chapter I program, the bulk of which is devoted to the preschool and elementary grades.

We do, however, have some technical and operational concerns about the bill as drafted:

(1) Section 4 authorizes appropriations for "grants" in (1)(c), "demonstration grants" in (2)(c), and "program grants" in (3)(c). What are the differences among these three named types of grants?

(2) Section 7(b)(4) describes the parties who participate in the proposal preparation. Even though institutions of higher education can apply (as outlined in Section 7(b)(2)(B)), there is no provision for participation of relevant individuals at institutions of higher education in Section 7(b)(4).

(3) Section 7(b)(5) requires that the application be reviewed and commented on by the state educational agency. Would the SEA have to sign off on the application before it was sent to the Secretary? Would the SEA have the power and authority to require that the comments and review be incorporated in the final application?

(4) Section 10 outlines the membership of the National Secondary School Basic Skills Panel. As presently composed, membership may be too narrow in focus. Members of the community at large, business leaders and representatives from higher education might also be included in this panel.

(5) Section 12(b)(1) restricts payments for more than two years unless there is an improvement on a "State approved basic skills test" or a "decrease in the dropout rate." We strongly support such accountability but question whether two years is long enough realistically to expect measurable results; there is no quick fix for the educational deficits the legislation attempts to address.

We hope that you will call on us again during further consideration of this legislation. We commend you for your support of education as demonstrated in H.R. 5479.

Sincerely,

Lawrence E. Gladieux,
Executive Director.

American Association of School Administrators,
Arlington, VA, June 11, 1984.

Hon. Pat Williams,
Longworth House Office Building,
Washington, DC.

Dear Representative Williams: In response to your request the American Association of School Administrators (AASA) is pleased to respond to the Secondary Schools Basic Skills Act. To get an impression of how our members felt about the bill, we asked ten to respond. The observations were all positive toward the concept of compensatory services to secondary school students. There is a large unmet need to continue Chapter I-type services into secondary school.

The specific observations of the responding administrators included:

1. Targeting: It remains unclear how funds are to be targeted to secondary schools within a school system. For example, if there are 50 secondary schools in an LEA and over 20% of the total enrollment of the LEA is disadvantaged, which specific school sites are to be funded? What are the criteria for the selection of schools?

2. Service Population: It is not clear whether every low achieving student in each recipient secondary school must be served. In Chapter I programs, schools frequently fix cut-off points on a defined achievement scale and eligible students above the cut-off are not served. Sufficient funds are thus available to have a real impact on students receiving services.

3. Awards and Applications: The Act was somewhat ambiguous about whether the applications are to come from individual secondary schools within a LEA. This could promote unhealthy competition between schools within a school district.

4. Eligible Services: The Act states that funds "shall be used for the development of new approaches. . ." Are teaching methods and materials with a previous track record of success ineligible?

5. General Provisions: There is supplement/not supplant language, but those distinctions may not be as clear at the secondary school level as they are in elementary schools where cleasses are typically in the same room with one teacher all day. Also, there is a maintenance-of-effort problem which makes supplement/not supplant difficult to enforce over time.

6. Most Mentioned Criticism: Every responding administrator mentioned that the real need in secondary schools is to dramatically reduce class size for disadvantaged students. A somewhat controversial review of class size studies (conducted by Gene Glass, University of Colorado) found that when student-teacher ratios were less than 10:1 achievement was greatly enhanced. This bill does not allow educators to do the one thing they all agree is necessary—significantly reduce class size.

AASA hopes that these points can be considered when the Secondary Schools Basic Skills Act is being developed. Thank you again for the opportunity to comment.

Sincerely,

Bruce Hunter,
Legislative Specialist.

National Education Association,
Washington, DC, June 14, 1984.

Hon. Pat Williams,
House of Representatives,
Washington, DC.

Dear Representative Williams: I appreciate this opportunity to submit, on behalf of the National Education Association (NEA), comments on HR 5749, the Secondary Schools Basic Skills Act, which you introduced.

This measure would authorize $900 million annually through fiscal year 1990 for grants to local education agencies to fund basic skills improvement programs for secondary school students. We have concerns about several specific points in the bill, but NEA strongly endorses its central concept—the addressing of basic skills improvement needs of secondary school students.

A similar program limited so far to elementary school students, Title I of the Elementary and Secondary Education Act of 1965 (now Chapter 1 of the Education Consolidation and Improvement Act of 1981), has consistently proven to be effective in meeting the educational needs of disadvantaged children. Its target group includes disadvantaged students ages 5 to 17; however, Chapter 1 has never received the funding necessary to allow secondary students to be adequately served.

While NEA continues to strongly support the full funding of Chapter 1, we also support the basic thrust of HR 5749, which funds basic skills programs specifically for the needy secondary students who are not now being served. During the last year several national studies, including the report of the National Commission on Excellence in Education, have highlighted the growing need of secondary school students for improved academic services, including compensatory programs in the basic skills. The need of these students is undeniable; the federal government must play a role in addressing them.

NEA does have two specific concerns about HR 5749 which we would like to mention. First, the bill provides that the National Institute of Education (NIE) be the sole agency responsible for technical assistance for programs authorized by this bill and the evaluation of those programs. NIE clearly should play a role. We feel, however, that a program of this projected size might be better operated by the Office of Compensatory Education Programs which already administers existing Chaper 1 basic skills programs. Second, making a continuation of grant funds contingent on improved performance by the targeted students within two years fails to recognize the fact that student performance is the result of many variables. Two years seems a short time in which to expect a significant increase to appear in all areas that would qualify for further funding.

Again, NEA appreciates your receptiveness to our comments and looks forward to working closely with you and all the Members of the Subcommittee on the development and further refinement of this important legislation.

Sincerely,

LINDA TARR-WHELAN,
Director of Government Relations.

AMERICAN EDUCATIONAL RESEARCH ASSOCIATION,
June 12, 1984.

Hon. PAT WILLIAMS,
House of Representatives,
Washington, DC.

DEAR MR. WILLIAMS: We, in the American Educational Research Association, congratulate you on the introduction of the Secondary Schools Basic Education Act. The goals and purposes of this legislation are extremely timely and appropriate. Circumstances make it critical that assistance be provided to those schools with high concentrations of economically disadvantaged secondary school students for the following reasons:

Basic skills in the elementary grades have been increased for disadvantaged students and research indicates that the area of greatest concern is in the upper and high school grades where "higher order" academic skills are in decline.

The national reform movement is in the "no cost" standard-raising stage; however, if we are to assure success in meeting higher standards (particularly for low-income students), we will need to invest additional resources in our schools.

Some people have mistaken "basic" skills with "simple" skills; therefore, we need national attention focused on the skills of comprehension, interpretation, problem-solving, composition, and reasoning.

Now, more than in the past, we need a conscious effort to meld both excellence and equity. We cannot afford to let the secondary schools and their students sink or swim under increased requirements without the necessary resources.

Finally, your legislation will help focus a sustained program of study and research on the secondary schools. Most education research on teaching and schooling has been at the elementary level. A national program at the secondary school level will broaden the field of research to more adequately cover the school years.

We have a few suggestions which we believe will improve and strengthen the bill. First, in the definitions section, we suggest that you include "problem-solving" under the definition of basic skills. The current bill seems to limit mathematics proficiency to computation.

Second, we believe that a year or two of planning and demonstration grants (such as those in the Senate version of the bill) would be useful for two reasons: (1) major initiatives in the past have taken several years to adequately develop and sustain programs, and (2) states are undergoing reform legislation which may require local school adjustments in reform efforts.

Third, drop-out prevention will be a major component of any meaningful reform effort for schools with large concentrations of low-income students and such activities should be eligible under the uses of funds portion of the bill.

Fourth, the most meaningful use of education research is when local educators adapt research findings for the local circumstances. Therefore, we would like to see "evidence that the local school will explore the latest research on effective schools, teaching and student learning" included in the assurances section of the bill.

Finally, an annual evaluation of a national program of this magnitude would be both difficult and, in some ways, counterproductive. There is no question that the programs funded under this legislation should be evaluated; however, local schools and districts need the time to plan and develop, implement, adjust and correct, and sustain improvement programs before meaningful assessments can take place. We suggest that, following the second year of the program, the evaluations be limited to descriptive studies of what has been funded and implemented. Only after three to five years of sustained implementation should attempts to assess student success be initiated. Far too many sound initiatives have been declared "failures" due to premature assessments.

I hope that you understand that our suggestions do, in no way, indicate problems with the positive goals of this legislation. Please understand that we are most willing to work with you and others who support the legislation. AERA strongly supports efforts to improve education through the use of research on effective schools, teaching, and learning.

Sincerely yours,

David H. Florio,
Director,
Governmental and Professional Liaison.

American Federation of Teachers,
Washington, DC, June 7, 1984.

Hon. **Pat Williams,**
House of Representatives,
Washington, DC.

Dear Pat: This letter is in reference to Gray Garwood's letter of May 29, 1984 regarding the Secondary Schools Basic Skills Act. I have looked at this bill and believe that it represents a positive step forward in the federal government's legitimate role of supporting education for students with special needs. It is clear that legislation to aid secondary schools is warranted. Secondary schools have been the target of virtually all of the education reform proposals that we have seen over the last year. Improvement in our secondary schools is vital, yet, secondary schools receive the least amount so support when it comes to distributing federal aid.

This bill would fill a gap in the kinds of aid that are available to the schools. I look forward to working with you and Gray to help secure passage of this important piece of legislation. We would be pleased if you would include our letter in your Subcommittee's hearing record.

Best wishes.

Sincerely,

Gregory A. Humphrey,
Director of Legislation.

National Education Association,
Washington, DC, June 14, 1984.

Hon. **Carl Perkins,**
Chairman, Subcommittee on Elementary, Secondary and Vocational Education, House of Representatives, Washington, DC.

Dear Mr. Chairman: I appreciate this opportunity to submit, on behalf of the National Education Association (NEA), comments on HR 5749, the Secondary Schools Basic Skills Act, introduced by Mr. Williams of Montana.

This measure would authorize $900 million annually through fiscal year 1990 for grants to local education agencies to fund basic skills improvement programs for secondary school students. We have concerns about several specific points in the bill, but NEA strongly endorses its central concept—the addressing of basic skills improvement needs of secondary school students.

A similar program limited so far to elementary school students, Title I of the Elementary and Secondary Education Act of 1965 (now Chapter 1 of the Education Consolidation and Improvement Act of 1981), has consistently proven to be effective in meeting the educational needs of disadvantaged children. Its target group includes disadvantaged students ages 5 to 17; however, Chapter 1 has never received the funding necessary to allow secondary students to be adequately served.

While NEA continues to strongly support the full funding of Chapter 1, we also support the basic thrust of HR 5749, which funds basic skills programs specifically for the needy secondary students who are not now being served. During the last year several national studies, including the report of the National Commission on Excellence in Education, have highlighted the growing need of secondary school students for improved academic services, including compensatory programs in the basic skills. The need of these students is undeniable; the federal government must play a role in addressing them.

NEA does have two specific concerns about HR 5749 which we would like to mention. First, the bill provides that the National Institute of Education (NIE) be the sole agency responsible for technical assistance for programs authorized by this bill and the evaluation of those programs. NIE clearly should play a role. We feel, however, that a program of this projected size might be better operated by the Office of Compensatory Education Programs which already administers existing Chapter 1 basic skills programs. Second, making a continuation of grant funds contingent on improved performance by the targeted students within two years fails to recognize the fact that student performance is the result of many variables. Two years seems a short time in which to expect a significant increase to appear in all areas that would qualify for further funding.

Again, NEA appreciates your receptiveness to our comments and looks forward to working closely with you, Mr. Chairman, Mr. Williams, and all the Members of the Subcommittee on the development and further refinement of this important legislation.

Sincerely,

LINDA TARR-WHELAN,
Director of Government Relations.